



OFFICE OF JUSTICE PROGRAMS ANNUAL REPORT TO CONGRESS

FISCAL YEAR 2005



U.S. Department of Justice
Office of Justice Programs
810 Seventh Street, N.W.
Washington, D.C. 20531

Alberto R. Gonzales
Attorney General
U.S. Department of Justice

Regina B. Schofield
Assistant Attorney General
Office of Justice Programs

Office of Justice Programs
Partnerships for Safer Communities
www.ojp.usdoj.gov

CONTENTS

1. Office of Justice Programs' Mission and Organization	1
OJP's Mission	1
OJP's Vision	1
OJP's Organization	1
Contacting OJP	3
2: Law Enforcement	5
Edward Byrne Memorial Justice Assistance Grant Program	5
Bulletproof Vest Partnership Program	5
Body Armor Safety Initiative	6
Public Safety Officers' Benefits Program	6
Public Safety Officer Medal of Valor	7
Weed and Seed	7
Project Safe Neighborhoods	8
State and Local Anti-Terrorism Training	9
National Institute of Justice Anti-Terrorism Initiatives	10
Effective Handling of Child Maltreatment and Exploitation Cases	10
3: Courts	11
Southwest Border Prosecution Initiative	11
Mentally Ill Offender Act Programs	11
Tribal Courts Assistance Program	12
Capital Litigation	12
4: Corrections	15
Prisoner Reentry Initiative	15
State Criminal Alien Assistance Program	15
Comprehensive Approaches to Sex Offender Management	16

5: Juvenile Justice	17
Juvenile Justice and Delinquency Prevention: Formula Grants Program	17
Juvenile Accountability Block Grant Program	18
Gang Reduction Program	19
Gang Resistance Education and Training Program	19
Enforcing the Underage Drinking Laws Program	20
Tribal Youth Program	21
Missing and Exploited Children:	22
AMBER Alert	22
National Center for Missing and Exploited Children	23
Internet Crimes Against Children Task Force Program	23
Preventing Commercial Sexual Exploitation of Children	24
Project Childsafe	25
6: Victims of Crime	27
Victim Compensation	27
Victim Assistance	27
Helping Outreach Programs to Expand I	27
Helping Outreach Programs to Expand II	28
International Terrorism Victim Expense Reimbursement Program	28
Support for Victims of Terrorism, Mass Violence, and Other International Crimes	28
Tribal Victim Assistance Discretionary Grant Program	29
Services for Trafficking Victims Discretionary Grant Program	30
Children's Justice Act	31
Counseling for Crime Victims in Indian Country by Faith-Based Organizations	31
Victim Assistance in the Federal System/Justice for All Act	32
Victim Notification System	33
OVC's Training and Technical Assistance Center	34
7: Substance Abuse and Crime	35
Residential Substance Abuse Treatment for State Prisoners Formula Grant Program	35
Drug Courts	35
Juvenile and Family Drug Courts	36
Harold Rogers Prescription Drug Monitoring Program	36
Indian Alcohol and Crime Demonstration Program	37

8: Technology to Fight Crime	39
National Sex Offender Public Registry	39
Paul Coverdell Grants	39
President's DNA Initiative	39
Global Justice Information Sharing Initiative	40
Regional Information Sharing Systems Program	41
NIJ's Communication Technology (CommTech) Program	42
Criminal Records Improvement	43
Violence Against Women Act II Stalking Databases	44
9 Data Collection and Research, Statistics, and Evaluation	45
Research, Development, and Evaluation Programs	45
Criminal Justice Statistical Programs	45
Courts and Sentencing Statistics	45
Corrections Statistics	46
State Justice Statistics Program	47
Victimization Statistics	47
Computer Crime Statistics	48
Law Enforcement and Forensic Statistics	48
Juvenile Justice Research and Statistics Programs	48
Evaluation of Juvenile Justice Programs	49
Appendix: Fiscal Year 2005 Awards	51

MISSION AND ORGANIZATION

For more than 20 years, OJP has effectively provided federal leadership in developing the nation's capacity to prevent and control crime, improve the criminal and juvenile justice systems, increase knowledge about crime and related issues, and assist crime victims. OJP continues to be the premier resource and principal federal partner for the nation's criminal and juvenile justice community. OJP's bureaus and offices provide federal leadership and administer federal grant programs, provide training and technical assistance, support technology development and research, and gather and disseminate statistics.

OJP's record of providing an estimated 71,000 grants totalling close to \$36 billion in assistance to state and local law enforcement and community organizations over these 20 years is impressive, yet the multiplier effect of those dollars has had an even greater impact on making America's communities safer for our citizens. Beyond the funding, OJP has provided countless hours of training and technical assistance as well as insightful research and statistical information to law enforcement, criminal and juvenile justice practitioners, policy makers, and community organizations. OJP has made a difference.

OJP is led by an Assistant Attorney General who ensures that OJP policies and programs reflect the priorities of the President, the Attorney General, and the Congress. The Assistant Attorney General provides leadership and promotes coordination among the major program units within OJP.

OJP'S MISSION

To provide federal leadership in developing the nation's capacity to prevent and control crime, administer justice, and assist crime victims.

OJP's VISION

OJP will be the premier resource for the justice community. We will do this by providing and coordinating information, research and development, statistics, training, and support to help the justice community build the capacity it needs to meet its public safety goals. These initiatives will be accomplished by embracing local decision-making while also encouraging local innovation through strong and intelligent national policy leadership.

OJP's ORGANIZATION

OJP's bureaus are:

- Bureau of Justice Assistance (BJA);
- Bureau of Justice Statistics (BJS);

- National Institute of Justice (NIJ);
- Office of Juvenile Justice and Delinquency Prevention (OJJDP); and
- Office for Victims of Crime (OVC).

OJP's program office is:

- Community Capacity Development Office (CCDO).

Bureaus

The **Bureau of Justice Assistance (BJA)** supports law enforcement, courts, corrections, treatment, victim services, technology, and prevention initiatives that strengthen the nation's criminal justice system. BJA provides leadership, services, and funding to America's communities by: emphasizing local control; building relationships in the field; developing collaborations and partnerships; promoting capacity building through planning; streamlining grant programs; increasing training and technical assistance; creating accountability of projects; encouraging innovation; and communicating the value of justice efforts to decision makers at every level.

The **Bureau of Justice Statistics (BJS)** is the primary statistical agency of the U.S. Department of Justice. BJS collects, analyzes, publishes, and disseminates information on crime, criminal offenders, victims of crime, and the operation of justice systems at all levels of government. BJS provides the President, Congress, other officials, and the public with timely, accurate, and objective data about crime and the administration of justice. In addition, BJS provides financial and technical support to state, local, and tribal governments to developing their criminal justice statistical capabilities. This assistance targets the development of information systems related to national criminal history records, records of protective orders involving domestic violence and stalking, sex offender registries, and automated identification systems used for background checks.

The **National Institute of Justice (NIJ)** is the research, development, and evaluation agency of the U.S. Department of Justice. NIJ provides objective, independent, evidence-based knowledge and tools to meet the challenges of criminal justice, particularly at state and local levels. The Institute's major program areas include: research on the causes and consequences of crime and ways to prevent it; research, development, and evaluation of technologies and practices to protect the safety and improve the effectiveness of law enforcement and corrections professionals; development and evaluation of crime control and prevention initiatives at the federal, state, and local levels and internationally; and activities to enhance the state of criminal justice procedure, such as the President's DNA initiative.

The **Office of Juvenile Justice and Delinquency Prevention (OJJDP)** supports state, tribal, and community efforts to prevent and respond to juvenile delinquency and victimization. OJJDP sponsors numerous research, program, and training initiatives; develops priorities and goals and sets policies to guide federal juvenile justice issues; disseminates information about juvenile justice issues; and awards funds to states to support local programming nationwide. Major areas of emphasis include programming to address missing and exploited children and to enhance gang reduction efforts. Through programs that incorporate proven prevention strategies, provide treatment and rehabilitation, and hold juvenile offenders accountable, OJJDP strives to improve the juvenile justice system so the public is better protected, and youth and their families are better served.

The **Office for Victims of Crime (OVC)** is committed to enhancing the nation's capacity to assist crime victims and to providing leadership in changing attitudes, policies, and practices to promote justice and healing for all crime victims. In this regard, OVC administers programs authorized by the Victims of Crime Act of 1984, as amended, and the Crime Victims Fund authorized by this statute. The fund is composed of criminal fines and penalties, special assessments, and bond forfeitures collected from convicted federal perpetrators, as well as

gifts and donations received from the general public. Money deposited in the fund is used to support a wide range of activities on behalf of crime victims, including victim compensation and assistance services, training and technical assistance, and program evaluation and replication. OVC provides assistance and support to victims of crime in several areas including but not limited to the following: domestic and international terrorism, domestic violence, mass violence, identity theft, child sexual assault, and human trafficking.

Program Office

The **Community Capacity Development Office (CCDO)** brings into focus one of OJP's core missions: to work with local communities to analyze public safety and criminal justice problems, develop solutions, and foster local-level leadership to implement and sustain these solutions. CCDO administers the Weed and Seed program and provides training and technical assistance in support of this multi-agency approach to law enforcement, crime prevention, and community revitalization. CCDO also works on reentry issues, helping state and local agencies access and leverage resources from existing state formula and block grants to integrate returning offenders. It partners with public and private institutions and the U.S. Department of Housing and Urban Development in a public housing safety initiative for public and federally assisted housing, including American Indian housing. The American Indian and Alaska Native (AI/AN) Affairs Desk enhances access to information by federally recognized American Indian and Alaska Native tribes regarding funding opportunities, training, and technical assistance.

Support Offices

Other offices within OJP provide agency-wide support. They are the Office of Administration, the Office of Budget and Management Services, the Office of the Chief Information Officer, the Office for Civil Rights, the Office of Communications, the Office of the Comptroller, the Office of General Counsel, and the Equal Employment Opportunity Office.

CONTACTING OJP

The Office of Communications (OCOM) is the key point of contact for all of OJP. OCOM ensures effective communication with Congress, the news media, outside organizations, and the public. OCOM can be reached at (202) 307-0703.

OJP also maintains a Web site at www.ojp.usdoj.gov. In addition to general information about OJP and its bureaus, the Web site includes downloadable versions of many OJP publications and application kits, as well as useful links to selected criminal justice Web sites. Each bureau and office Web site includes an e-mail address where you can write with questions about the office or programs.

For ordering and other information about OJP publications, call the National Criminal Justice Reference Service at 1-800-851-3420 or visit the Web site at www.ncjrs.org.

2

LAW ENFORCEMENT

EDWARD BYRNE MEMORIAL JUSTICE ASSISTANCE GRANT PROGRAM

The Bureau of Justice Assistance (BJA) administers the Edward Byrne Memorial Justice Assistance Grant (JAG) Program. Proposed to streamline justice funding and grant administration, the JAG Program allows states, tribes, and local governments to support a broad range of activities to prevent and control crime based on their own needs and conditions. Established in FY 2005, JAG blends the Byrne Formula and Local Law Enforcement Block Grant (LLEBG) programs to provide agencies with a single funding mechanism and the flexibility to prioritize and place justice funds where they are needed most. BJA in FY 2005, awarded more than 1,400 grants totaling almost \$500 million dollars.

During FY 2005, BJA established guidance on how states and units of local government were to apply for and administer their JAG grants. Performance goals and reporting mechanisms were established for JAG, including the requirement that each grantee complete a program assessment component as part of the grant. Intensive training and technical assistance were provided to applicants and grantees to ensure successful implementation of the program through a series of regional conferences, focus groups, conference calls, e-newsletters, and program publications.

BULLETPROOF VEST PARTNERSHIP PROGRAM

The Bureau of Justice Assistance administers the Bulletproof Vest Partnership (BVP) Program. The BVP Program helps protect the lives of public safety officers by assisting state, local, and tribal governments in equipping their officers with armor vests. The program pays up to 50 percent of the cost of each vest purchased by applicants. Eligible law enforcement officers include police officers, sheriff deputies, correctional officers, parole and probation agents, prosecutors, and judicial officials. Applicants can select and purchase any ballistic- or stab-resistant vest that meets applicable standards of OJP's National Institute of Justice.

- In FY 2005, BJA made nearly \$24 million in BVP payments to more than 4,000 agencies to support the purchase or replacement of more than 181,000 vests for law enforcement officers over a four-year period. The projected number of vests to be purchased with these funds has increased by more than 6,500 over the FY 2004 projections.
- The FY 2005 appropriation allowed BJA to cover the full 50 percent match for smaller jurisdictions and almost 15 percent of the dollar amount of the requests larger jurisdictions submitted. The amount awarded to larger jurisdictions increased by four percent over the amount provided in FY 2004.

BODY ARMOR SAFETY INITIATIVE

Thirty years ago, the National Institute of Justice (NIJ) introduced a voluntary bullet-resistant body armor performance standard and an independent testing program to ensure that personal body armor meets minimum performance levels. NIJ initiated development of a lightweight body armor for police officers made of a ballistic-resistant fabric called Zylon[®]. After a reported failure of a relatively new Zylon[®]-based body armor vest worn by a police officer in Pennsylvania in 2003, former Attorney General John Ashcroft directed NIJ to examine Zylon[®]-based bullet-resistant armor, analyze upgrade kits provided by manufacturers to retrofit these armors, and review the existing program of body armor testing.

- In August 2005, NIJ issued a report outlining findings from its body armor testing program: *Third Status Report to the Attorney General on Body Armor Safety Initiative Testing and Activities*.
- Also, in August 2005, NIJ issued a new set of Interim Requirements for Bullet-Resistant Body Armor. The requirements reflect changes to how body armor is tested; body armor performance is evaluated throughout its service life rather than simply when new.
- NIJ has worked closely with law enforcement agencies and associations, manufacturers of bullet-resistant fabric and equipment, and standards and testing organizations to ensure integrity of the process and the best possible results for officers in the field.
- NIJ will continue its research and evaluation program to determine what additional modifications to the requirements of its compliance testing program might be appropriate, to better understand degradation mechanisms affecting new or existing ballistic materials, and to develop test methods for the ongoing performance of body armor.

PUBLIC SAFETY OFFICERS' BENEFITS PROGRAM

The Public Safety Officers' Benefit (PSOB) Program is a unique effort of DOJ, local, state, and federal public safety agencies, and national organizations. The PSOB Program provides death, education assistance, and disability benefits to those eligible for the program. OJP's Bureau of Justice Assistance's (BJA) PSOB Office reviews and processes hundreds of cases each year and works with national law enforcement and first-responder groups to educate public safety agencies regarding the program and offers support to families and colleagues of fallen officers.

Between FYs 2000 and 2005, the PSOB Program provided more than \$350 million to survivors of 1,527 law enforcement, firefighters, and first responders who died as a result of injuries suffered in the line of duty, including deaths from September 11, 2001.

In FY 2005, changes were made to make the PSOB Program even more responsive to the needs of America's public safety community:

- A computerized database of active PSOB cases was redesigned to capture and track critical details on claims, allowing PSOB Benefits Representatives to search records and respond to inquiries on cases.
- To provide survivors and public safety agencies with increased outreach and a greatly streamlined process to submit claims for officers who have fallen in the line of duty, PSOB forms for death benefits were converted to an online process to be unveiled during Police Week 2006. Not only does <https://www.psob.gov> reflect decreased reporting time for agencies to submit the required information on law enforcement officer, firefighter, and other emergency responder deaths, but the electronic system also captures critical claim information in the PSOB database for expedited processing at the PSOB Office. The online system is also available in Spanish.

- Law enforcement agencies need accurate and consistent updates on PSOB benefits. The PSOB web site (www.ojp.usdoj.gov/BJA/grant/psob/psob_main.html) was refined to share practical details of the program. An easy-to-use *PSOB Information Kit* will be distributed by BJA to public safety agencies and organizations throughout the country in FY 2006.
- Since its enactment, the PSOB Act has undergone amendments, further expanding the program and its benefits to public safety officers and families. The PSOB regulations were rewritten and are now up to date with today's law.

PUBLIC SAFETY OFFICER MEDAL OF VALOR

The Public Safety Officer Medal of Valor Act, enacted on May 30, 2001, created the Public Safety Medal of Valor as the highest national award for valor by a public safety officer. It is awarded by the President to public safety officers cited by the Attorney General and recommended by the Medal of Valor Review Board. The Bureau of Justice Assistance works closely with the Office of the Assistant Attorney General at OJP to coordinate this effort.

"Public safety officer" is defined as a person (living or deceased) who serve(d) in a public agency, with or without compensation, as a firefighter, law enforcement officer (including a corrections or court officer, or a civil defense officer), or emergency services officer, as determined by the Attorney General. An act of valor is defined as: 1) above and beyond the call of duty; and 2) exhibiting exceptional courage, extraordinary decisiveness and presence of mind, and/or unusual swiftness of action, regardless of his or her personal safety, in an attempt to save or protect human life. On March 16, 2006, Attorney General Alberto R. Gonzales and Assistant Attorney General Regina B. Schofield honored the recipients of the Public Safety Officer Medal of Valor during a public ceremony at the Department of Justice.

The five recipients of the award represented fire, police and emergency medical services from across the nation.

WEED AND SEED

The Community Capacity Development Office (CCDO) administers a discretionary grant program to support the Weed and Seed Initiative. Weed and Seed is a community-based initiative that is an innovative and comprehensive multi-agency approach to law enforcement, crime prevention, and community revitalization.

Communities that develop a Weed and Seed strategy in coordination with their U.S. Attorney's Office can submit an application for Official Recognition to CCDO for review and approval. If the site is designated as Officially Recognized, it can receive preference in discretionary funding from other participating federal agencies, priority for participation in federally sponsored training and technical assistance, use of the Weed and Seed logo, and eligibility to apply for Weed and Seed funding, subject to the availability of funds.

Some 330 active Weed and Seed sites throughout the country, representing a combined population of almost 6.2 million, are fostering a community-based, multi-agency approach to law enforcement and crime prevention. Each Weed and Seed strategy must address the following elements: law enforcement and community policing (weeding); and prevention, intervention, and treatment; and neighborhood restoration (seeding).

FY 2005 Government Performance and Results Act (GPRA) reports indicated that:

- A decline of 11.3 percent in homicides per site was reported from 2003 to 2004 (from 4.33 homicides per site, to 3.83) based on reports from 254 sites.
- 97.6 percent of sites have a multi-jurisdictional task force
- 69.2 percent of sites participate in Project Safe Neighborhoods

- 96 percent of sites engage in three or more community policing activities.

Note: This is the most recent GPRA data available and represents completed GPRA reports from 271 local sites.

In 2005, Weed and Seed sites in North and West Philadelphia used the District Attorney's Office asset forfeiture of real property (e.g., homes, businesses, bars) as a new tool to aid law enforcement. With the area's dilapidated and abandoned houses making it easier for drug dealers to make their living, the DA's office decided to put a new twist on an old idea. Asset forfeiture is often used to take cars, guns, or money away from criminals, but real property asset forfeiture had only been used when the property had value. The idea has gained momentum over the past few years, but the approach is still new and is not being implemented in any of the counties surrounding Philadelphia.

Drug dealers have been using most of the homes seized in the Weed and Seed areas as havens and places of business. The DA's office believes asset forfeiture of real property should be used in every drug case involving a search warrant of a house or business, especially houses that have to be demolished at the expense of the city and have no real economic value. The approach works in this area because of the large number of dilapidated and/or abandoned houses used in drug dealing, very strict punishments for drug dealers, and the support of the DA's office.

A common scenario that illustrates how the community works with law enforcement begins with residents providing tips to the police regarding drug dealers inside properties. The police then investigate the tips, conduct surveillances, make undercover purchases and/or use confidential informants to make purchases, and then obtain a search and seizure warrant. The information is then sent to the DA, who charges the defendant. In some cases, forfeited properties are donated back to the community for use as community centers, gardens, and Safe Havens. In other cases, properties are sold at auction to prescreened buyers who have never been straw purchasers for drug dealers and have no drug convictions.

PROJECT SAFE NEIGHBORHOODS

Created in 2001 by President Bush, Project Safe Neighborhoods (PSN) links federal, state, and local law enforcement, prosecutors, and community leaders in a comprehensive strategy of deterrence, prevention, and prosecution of gun crime. The five core elements of PSN—partnerships, strategic planning, training, community outreach, and accountability—strengthen the success of the initiative across the country. OJP's Bureau of Justice Assistance (BJA) administers the PSN grant funds allocated to the U.S. Attorney in each of the 94 federal judicial districts throughout the nation.

Although funding for the district grants was eliminated in FY 2005, funding was provided to sustain the district task forces' core activities. Task forces continued to work with their research, media and community engagement, and state and local law enforcement partners to implement their comprehensive plans to combat gun violence. These efforts were supported by the continued provision of training and technical assistance for prosecutors, law enforcement, researchers, PSN coordinators, outreach partners, probation and parole officers, and other members of the task forces.

PSN's effectiveness relies on the ability of federal, state, and local agencies to cooperate and build lasting partnerships within the community to solve local gun crime problems. National Institute of Justice (NIJ) research and evaluation since the early 1990s has shown that police-researcher partnerships can be effective in reducing gun violence. For example, researchers have used crime mapping and emergency room data to identify local "hot spots" of gun violence and repeat ("career") offenders. PSN partners can use this data to establish local intervention strategies. Through a series of studies of gun violence initiatives in cities across the nation, NIJ evaluators have identified what works and what doesn't work.

These lessons learned are imparted to current practitioners through peer-to-peer training conducted by NIJ at all 94 PSN sites. Federal, state,

and local partners engaged in the national PSN initiative are provided a wide variety of no-cost training and technical assistance support. The *PSN Training Catalog* provides contact information for and brief descriptions of the services offered by PSN training and technical assistance providers. Topics covered include firearms identification, safety, interdiction, trafficking, and tracing; innovative strategies employed by probation, parole, and related agencies; and how to link community engagement strategies with media outreach efforts, recruit and use community members as volunteers, and engage local youth.

OJP agencies are continuing to improve Project Safe Neighborhoods through evaluation, training, and public outreach:

- NIJ researchers are currently conducting several case studies to evaluate the PSN model and assess the program's impact on gun crime and the criminal justice system.
- As of September 30, 2005, 18,000 PSN task force members have received training as part of a series of ongoing, comprehensive training and technical assistance (TTA) activities conducted by BJA and its PSN partners since the program was launched. Through FY 2005, training has been provided to PSN Task Forces in every state through both the TTA providers' onsite activities and BJA's regional and national training events.
- During FY 2005, the PSN TTA providers conducted 78 onsite training and technical assistance interventions to all but four PSN Task Forces. This included nine onsite community engagement trainings, more than 37 trainings for law enforcement, six trainings for prosecutors, and 26 onsite technical assistance activities.
- BJA collaborated with the Ad Council to launch three national public service announcement (PSA) campaigns communicating the PSN message to would-be offenders and their families, as well

as the community at large, to deter and prevent gun crime before it happens. The PSAs provided a strong enforcement message with prevention and deterrence messages. Focusing on the consequences of using guns illegally, the PSAs used the tagline "Gun Crimes Hit Home."

- PSN has helped DOJ increase the number of federal firearms cases filed by 72 percent. The number of defendants charged with federal gun crimes rose from 10,600 to more than 13,000 from FY 2002 to FY 2005. Through FY 2004, the number of gun crimes had decreased by more than 250,000, an 18 percent reduction in the incidence of gun crime compared with the three years prior to PSN. The program's efforts have helped fuel historical lows in gun crime across America, as well as a 30-year low in the violent crime victimization rate.
- FY 2005 witnessed a 62 percent increase in the number of defendants charged with federal firearms-related crimes compared with FY 2000. About 94 percent of defendants charged with federal firearms-related offenses in FY 2005 were sentenced to some time in prison for convictions on firearms charges or other offenses. In fact, of these defendants, 73 percent were sentenced to prison terms greater than three years for convictions on firearms charges or other offenses.

STATE AND LOCAL ANTI-TERRORISM TRAINING

Administered by the Bureau of Justice Assistance (BJA) and coordinated by the Institute for Intergovernmental Research (IIR), the State and Local Anti-Terrorism Training (SLATT) Program is a training and research program that provides preincident awareness, preparation, investigation, prevention, and interdiction training and information to state and local law enforcement in the areas of terrorist and criminal extremist activity. A distinguishing feature of the SLATT

Program is its capacity to tailor training to meet very specific needs of requesting agencies. The program also provides extensive ongoing anti-terrorism research and disseminates findings to law enforcement via resources and secure law enforcement web sites.

- In FY 2005, the SLATT Program trained more than 9,000 officers in more than 100 events. The program provided specialized training and technical assistance, developed curriculum updates, and disseminated vital terrorism updates describing trends and emerging threats.
- Training topics were continually updated to keep information current and timely. In anticipation of emerging challenges of tribal land border control, undocumented immigration, and jurisdiction issues SLATT developed; through consultation with a wide range of federal, state, and tribal law enforcement, an Indian Country terrorism curriculum. The first pilot of this curriculum was held in January 2006 in Reno, Nevada at the Washoe County Public Safety Training Center. More than 40 federal, state, local and tribal officers attended.
- SLATT staff also began developing an anti-terrorism distance learning tool. Available on a secure web site, this tool will provide curriculum updates, access to a database of terrorist/extremist incidents, and updates regarding the changing nature of acts of terror and terror groups. The SLATT online resource tool will be available in FY 2006.

NATIONAL INSTITUTE OF JUSTICE ANTI-TERRORISM INITIATIVES

In 2005, NIJ continued its work to provide the guardians of public safety with the most advanced tools available for detecting threats of

terrorism and preventing and responding to terrorist acts. NIJ's terrorism research focuses on the structure of terrorist groups, patterns of terrorist conduct prior to an incident, security issues and vulnerabilities, and the nature of funding for terrorist operations. Since 2002, NIJ has sponsored 18 research projects. Current projects include a study of public-private police partnerships protecting seaports and an examination of rail and subway security in London, Moscow, Washington, DC, Madrid, and Tokyo.

NIJ also provides technology-based support to bomb squads across the nation, both by improving protective devices and by making information and information technology more available to bomb technicians. The Institute is partnering with other federal agencies to provide improved tools for state and local bomb squads to deal with improvised explosive devices. Together with the Departments of Homeland Security and Defense, NIJ developed and evaluated an improved means of dealing with radio-controlled bombs. A prototype bomb squad information sharing system has been deployed in several cities.

EFFECTIVE HANDLING OF CHILD MALTREATMENT AND EXPLOITATION CASES

In partnership with the National Center for Missing and Exploited Children and Fox Valley Technical College (FVTC), the Office of Juvenile Justice and Delinquency Prevention supported more than 50 training programs for law enforcement in 2005. More than 9,800 law enforcement officers and prosecutors participated in specialized courses that included Child Abuse and Exploitation Investigative Techniques, Responding to Missing and Abducted Children, and Protecting Children Online for Prosecutors. FVTC also conducted 16 regional training and 25 technical assistance events, and participated in seven national conferences focused on missing and exploited children issues.

3

COURTS

SOUTHWEST BORDER PROSECUTION INITIATIVE

The Bureau of Justice Assistance (BJA) administers the Southwest Border Prosecution Initiative (SWBPI). SWBPI provides funds to eligible jurisdictions in the four southwest border states using a uniform payment-per-case basis for qualifying federally initiated and declined and/or referred criminal cases that were disposed of after October 1, 2001. Eligible jurisdictions are state and county governments in Arizona, California, New Mexico, and Texas.

A federally initiated and referred criminal case is eligible if it was prosecuted by a state or a county prosecutor and disposed of during one of the eligibility periods. Jurisdictions providing pre-trial detention for eligible case defendants also are eligible for funds. Each defendant represents a separate case. Federally referred cases that are declined and not prosecuted by state or county prosecutors are ineligible. Applicants participating in the State Criminal Alien Assistance Program (SCAAP) also can apply. Successful applicants can use their federal funds for any lawful purpose. BJA has made SWBPI payments totaling \$112.8 million to eligible participants, for a total of 23,078 eligible cases across the country.

MENTALLY ILL OFFENDER ACT PROGRAMS

The Bureau of Justice Assistance (BJA) has been engaged in collaboration with other federal agencies to coordinate activities related to offenders with mental health issues. Many activities have been consistent with the recommendations of the President's New Freedom Commission and have also been formed in relation to the recommendations developed in BJA's Mental Health Consensus Project. Current areas of collaboration include coordination of Substance Abuse and Mental Health Services Administration's Targeted Jail Diversion program and DOJ/BJA's Mental Health Courts Program. In FY 2005, BJA expanded its efforts into training law enforcement to assess and build partnership in mental health.

Building upon this collaboration and with other components of DOJ such as the National Institute of Corrections, BJA is meeting with its federal partners to develop a coordinated strategy for the \$5 million in FY 2006 Mentally Ill Offender Act funds. Preliminary ideas for the grant program include developing demonstration programs and planning and implementing a comprehensive program targeted toward mentally ill offenders. Preliminary ideas for a training and technical assistance program include BJA building upon its current Mental Health Court and Law Enforcement/Mental Health Partnership Programs. The approach would include a new focus in the area of corrections, based upon feedback already received from the field. The program will offer a range

of basic training and technical assistance as well as foster peer support and assistance from experts. BJA provided grants totaling about \$5.5 million to 37 jurisdictions in 29 different states. These two-year grants, totaling about \$150,000 per site, have helped some existing mental health courts add key components to their program and helped other courts in the planning stages launch their operations.

TRIBAL COURTS ASSISTANCE PROGRAM

The Bureau of Justice Assistance (BJA) administers the Tribal Courts Assistance Program (TCAP). This program helps develop new tribal courts, improves the operations of existing tribal courts, and provides funding for technical assistance and training of tribal court staff.

- In FY 2005, BJA awarded 26 grants to tribal communities, including two grants in Alaska to plan and implement an inter-tribal and single tribe court system; 11 grants to small tribes in eight states to enhance or continue the operation of existing tribal courts; 11 grants to mid-size tribes in eight states to enhance or continue the operation of existing tribal courts; and two grants to two large tribes to enhance or continue the operation of existing tribal courts.
- In 2005, BJA provided resources to the National American Indian Court Judges Association to enhance mentoring and training opportunities throughout its 11 regions and continued its cooperative agreement with the Tribal Judicial Institute at the University of North Dakota Law School and its consortium of providers to serve tribal communities via national, regional, and local training and technical assistance venues. Accomplishments included the delivery of 35 local and regional training events that reached out to 450 tribal justice personnel. Attendees included judges, clerks, probation officers, prosecutors, and pub-

lic defenders representing 134 tribes, of which 91 tribes were BJA grant recipients. Other tribes were able to send representatives because of scholarships BJA made available to non-grantees.

- Onsite needs assessments of tribal justice systems were conducted in Alaska and California; 365 people attended the “National Training Conference for Criminal Justice and Community Leaders Training” held in Green Bay, Wisconsin; and three “Gatherings for Tribal Justice Leaders” involving representatives from 300 American Indian and Alaska Native communities were conducted in Anchorage, AK; Washington, DC; and Green Bay, WI.

CAPITAL LITIGATION

In February 2005, the Bureau of Justice Assistance (BJA) convened a Capital Litigation Initiative (CLI) focus group to design, with state and local practitioner input, an OJP response to a policy goal stated by the President in the 2005 State of the Union Address: to provide special training for defense counsel in capital cases. A total of 26 national organization representatives and individual capital litigation practitioners were in attendance. Based on the information gathered at the CLI focus group, BJA developed and funded a three-pronged planning initiative to prepare for the full implementation of the FY 2006 CLI. Once implemented, the CLI will provide training to defense counsel, state and local prosecutors, and state trial judges to improve the quality of representation and the reliability of verdicts in state capital cases. The initiative will involve capital case litigation training at the state and national levels, and grantees will develop curricula, conduct training on a national level, and oversee curricula refinement and training delivery implemented at the state level. Progress toward the development and delivery of training and resources includes:

- The National District Attorneys Association has identified an advisory

group to ensure that multiple perspectives are represented as the initiative unfolds, retained legal staff to serve as Senior Capital Litigation Advisors to oversee the content and delivery of all activities under this initiative, and worked with the American Prosecutors Research Institute to survey prosecutors in the 38 states that allow the death penalty to identify critical and emerging issues in capital litigation.

- The National Legal Aid & Defender Association (NLADA) has identified an executive committee that includes representatives from NLADA, academicians, practitioners, and administrators from the capital defense community; formed a

curriculum planning committee that includes representatives from the capital defense and defense training communities; and conducted evaluation training sessions and incorporated lessons learned from earlier training courses into subsequent training courses.

- The National Judicial College has conducted a survey of the states that have the death penalty to assess existing training and resources. It began drafting the Capital Cases Benchbook, which will be available in 2006. It also selected five sites to receive pilot trainings in 2006 and started developing a Web site that will include the latest death penalty information.

4

CORRECTIONS

PRISONER REENTRY INITIATIVE

The Prisoner Reentry Initiative (PRI) strengthens urban communities characterized by large numbers of returning, non-violent prisoners. With the support of several federal agencies, PRI is designed to reduce recidivism by helping returning inmates find work and access other critical services in their communities. The Bureau of Justice Assistance (BJA) awards grants to state agencies to provide pre-release assessment, programming and services, transition planning, and post-release supervision and coordination of services for prisoners returning to communities served by complementary U.S. Department of Labor grants to faith- and community-based organizations. The U.S. Department of Health and Human Services also assists in the design and implementation of the initiative regarding substance abuse and mental health treatment.

- Starting in FY 2005, BJA and its partners developed a strategy to provide \$9 million in funding to 20 states for pre-release planning and services to support the successful transition of nonviolent offenders to communities.
- A series of regional informational conferences about PRI were held in Los Angeles, CA; Dallas, TX; and Washington, DC.
- BJA awarded funding to the International Association of Chiefs of Police (IACP) to increase law enforcement's participation in the national dia-

logue surrounding offender reentry initiatives. Through this effort, IACP conducted regional focus groups with law enforcement executives, developed a resource guide on law enforcement's role in offender reentry, and created a training curriculum to support formulation of offender reentry partnerships.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) manages 22 Reentry (also known as Serious and Violent Offender Reentry Initiative or SVORI) grants that focus on an adolescent population. A collaborative effort of multiple federal partners, this initiative provides funding to state juvenile correctional agencies to develop, implement, enhance, and evaluate reentry strategies that address both preservation of safety and the reduction of serious and violent juvenile delinquency. The focus is on increasing the number of targeted offenders who are successfully reintegrated into their communities following an extended period of secure confinement in a state training school, correctional facility, or other institution for adolescents.

STATE CRIMINAL ALIEN ASSISTANCE PROGRAM

The Bureau of Justice Assistance (BJA) administers the State Criminal Alien Assistance Program (SCAAP), in coordination with the Department of Homeland Security's Bureau of Immigration and Customs Enforcement. SCAAP provides federal payments to states and localities that

incurred correctional officer salary costs for incarcerating undocumented criminal aliens who have at least one felony or two misdemeanor convictions for violations of state or local law, and who are incarcerated for at least four consecutive days during the reporting period. In 2005, the 758 SCAAP recipients housed nearly 287,000 undocumented criminals. Final payments covered almost 36 percent of recipients' reported salary costs attributable to undocumented criminal aliens.

COMPREHENSIVE APPROACHES TO SEX OFFENDER MANAGEMENT

The Bureau of Justice Assistance (BJA) administers the Comprehensive Approaches to Sex Offender Management (CASOM) Discretionary Grant Program. CASOM assists state, local, and tribal jurisdictions in improving their adult and juvenile sex offender management policies and practices by critically examining existing approaches to managing the population; identifying significant gaps and needs; and developing strategies to address the needs.

- In FY 2005, BJA awarded nine grants of up to \$250,000 to jurisdictions commit-

ted to improving sex offender management efforts in their communities.

- In FY 2005, BJA also funded and oversaw the provision of training and technical assistance to grantees and nongrantees through its training and technical assistance provider, the Center for Sex Offender Management (CSOM). Outreach activities were conducted at eight professional membership conferences to provide information about sex offender management and training and technical assistance to the field. CSOM also provided 10 national or conference-based trainings and 14 regional, state, or local training sessions in single and multidisciplinary settings to discuss the most current issues relevant to sex offender management. In addition, CSOM provided targeted technical assistance to requesting jurisdictions on sex offender management issues. Project staff also conducted 146 technical assistance site visits to BJA grantee sites and facilitated three training sessions for grant sites on basic sex offender management issues and the role of collaboration in the comprehensive approach to sex offender management.

5

JUVENILE JUSTICE

JUVENILE JUSTICE AND DELINQUENCY PREVENTION: FORMULA GRANTS PROGRAM

Congress established the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and created the Formula Grants program in 1974 to support local and state efforts to prevent delinquency and improve the juvenile justice system. The Formula Grants program provides funds directly to states to help them implement comprehensive juvenile justice plans based on detailed studies of needs in their jurisdictions.

To receive a formula grant from OJJDP, a state must address four core requirements of the JJDP Act. It must deinstitutionalize status offenders (DSO), separate juveniles from adults in secure facilities (separation), remove juveniles from adult jails and lockups (jail removal), and reduce disproportionate minority contact (DMC) with the juvenile justice system.

The extensive training and technical assistance that OJJDP provides to support state compliance activities appear to be paying off. All participating states have made significant progress in achieving compliance with the four core requirements. For example, a comparison between baseline violations (based on data submitted when a state first begins participating in the Formula Grants program) and current violations (based on 2003 compliance monitoring data) illustrates the progress states have made:

- DSO violations have decreased 96.5 percent, from 171,183 to 5,982.
- Separation violations have decreased 97.7 percent, from 83,826 to 1,942.
- Jail removal violations have decreased 97.6 percent, from 148,442 to 5,040.

Moreover, compliance rates have remained consistently high in recent years, with the vast majority of states reporting minimal or no violations of DSO, separation, and jail removal requirements.

Although DMC compliance cannot be measured in terms of violations, OJJDP has seen a growing momentum and focus on DMC at the state level. For example, during FY 2005, OJJDP noted an increase in the number of state DMC coordinators (32) and the number of states (21) with targeted local DMC reduction sites. These increases are attributable in part to OJJDP-sponsored training and technical assistance, which emphasize the importance of focusing on DMC by designating state and local DMC coordinators, forming DMC subcommittees, compiling coordinator job descriptions, and establishing coordinator listservs to enable efficient peer communication and support. OJJDP's review of information in the states' latest comprehensive three-year plan updates indicates that all states but one are in compliance with the DMC core requirement.

OJJDP's other major DMC accomplishments include:

- Convening a team of DMC researchers and practitioners to revise OJJDP's DMC Technical Assistance Manual. In keeping with OJJDP's commitment to using the latest technology, the new version of the manual will be electronic. The online manual will include links to reference materials and will be updated regularly.
- Developing a Web-based DMC data entry system. Because of frequent turnover among state juvenile justice specialists and DMC coordinators, many states cannot retrieve DMC data collected in earlier years. This new data entry system will create an online repository for all DMC data collected by states and their targeted DMC reduction sites. With this repository, OJJDP, states, and localities can track DMC trends and produce other useful reports. OJJDP expects to introduce the new system later in 2006.

During FY 2005, OJJDP also awarded a congressional earmark grant to the Youth Law Center, in Washington, DC, to examine and reduce DMC among Hispanic youth in three targeted sites: Connecticut; Reno, NV; and Travis County, TX. The sites will collect data on Hispanic youth in the juvenile justice system and examine ways to reduce DMC at critical points in the system.

In sum, progress toward achieving the goals embodied in the JJDP Act's four core requirements has been remarkable. In FY 2005, almost every state qualified to receive the maximum amount of its formula grant funds, based on compliance status. OJJDP continues to provide an intensive program of training and technical assistance to help states address compliance issues and to sustain that progress.

JUVENILE ACCOUNTABILITY BLOCK GRANT PROGRAM

The Juvenile Accountability Block Grant (JABG) Program provides block funds to develop programs to promote greater accountability in the

juvenile justice system. JABG funds can be used for 16 purpose areas, including developing graduated sanctions for juveniles, hiring additional prosecutors, and establishing juvenile drug and gun courts. All 50 states, the District of Columbia, and the U.S. territories of American Samoa, Guam, Northern Mariana Islands, Virgin Islands and Puerto Rico, are eligible for JABG funds. The program's FY 2005 appropriation was \$55 million.

The following are examples of JABG activities in two states:

- **South Dakota.** The Aberdeen Police Department received funds to support the Brown County Teen Court Program from the state of South Dakota through the Juvenile Accountability Block Grant. This funding has been crucial in creating the success that Teen Court has seen over the past several years. The Brown County Teen Court is a 90-day diversion program to keep first time youth offenders out of the formal court system and give them the opportunity to keep their records clean while being educated on the consequences of their actions. Youth that appear in Teen Court are referred by the Brown County States Attorney's Office and are given sentences by their peers, which include volunteers and defendants who are sentenced to serve on the Teen Court Jury.
- **Arizona.** The Safe School Teams program, located in Maricopa County, AZ, is an accountability-based program established in the county's public schools. A team consisting of a social worker, probation officer and/or police officer collaborate to provide a multitude of services to students, staff, and parents in the assigned school. The services are designed to protect students and school personnel by direct enforcement or prevention and/or intervention methods that have a positive impact on the students. The team provides support and resources to manage life issues. Listings of community resources are available to

them and to other staff at the school. Outside speakers have come to talk to students in classes, provided evening training sessions to students and parents, or performed at assemblies. Prevention and intervention presenters came to events such as Red Ribbon Week and Black History month. The total crimes committed by JABG students decreased by 6 percent from the 2002–03 school year to the 2003–04 school year.

GANG REDUCTION PROGRAM

The Gang Reduction Program (GRP) is the most recent in a series of pilot demonstration programs to implement and test multidisciplinary, community-based approaches for responding to gangs. Since the 1980s, OJJDP has developed and evaluated community-based anti-gang programs that coordinate prevention, intervention, and enforcement strategies. Over the years and across administrations, these initiatives have taken different names (e.g., Gang-Free Schools and Communities, Rural Gang Initiative, Safe Futures), and this framework has been implemented in dozens of communities. In October 2003, OJJDP launched GRP in four communities with the goal of reducing youth gang crime and violence through an integrated application of proven practices in primary prevention, secondary prevention, gang intervention, gang suppression, and reentry. GRP sites are targeted communities of limited geographic area (about five square miles) that are characterized by significant existing program investment, strong indicators of citizen involvement, and high crime and gang activity. The four pilot sites are located in East Los Angeles, CA; Milwaukee, WI; North Miami Beach, FL; and Richmond, VA.

As part of its Gang Reduction Program, OJJDP and the National Youth Gang Center developed the Strategic Planning Tool, an innovative online tool to help communities assess and address local juvenile justice problems. The Strategic Planning Tool “maps” community needs and the resources available to meet those needs using software that overlays geo-

graphic information with other data. A visual depiction of where juveniles live and go to school and how this information correlates with available community resources can be provided. The tool can help communities:

- Inventory and record information about community organizations, programs, services, and activities that could be incorporated into a collaborative, comprehensive approach to youth problems.
- Access a database containing descriptions of numerous gang prevention, intervention, and suppression programs, strategies, and activities, as well as juvenile delinquency prevention and intervention programs.
- Examine research-based risk factors for delinquency by age (developmental) periods, and risk factors that are correlated to gang behavior.
- Search an alphabetical matrix database of programs, including program description and information about the age range of clients served by each program in the database.

GANG RESISTANCE EDUCATION AND TRAINING PROGRAM

The Gang Resistance Education And Training (G.R.E.A.T.) Program is a school-based, law enforcement officer-instructed classroom curriculum administered by BJA in cooperation with DOJ’s Bureau of Alcohol, Tobacco, Firearms and Explosives. The program’s primary objective is prevention and is intended as an immunization against delinquency, youth violence, and gang membership. G.R.E.A.T. lessons focus on providing life skills to students to help them avoid engaging in delinquent behavior and violence to solve problems.

- In FY 2005, more than 175 local law enforcement agencies applied and

received funding to implement the G.R.E.A.T. Program.

- During 2005, more than 100 G.R.E.A.T. officers were certified to facilitate the G.R.E.A.T. families component. Several agencies have established connections with school officials, faith-based organizations, and family/juvenile court agencies to promote the families component in their communities.
- Local law enforcement agencies have used G.R.E.A.T. funding to leverage other funds and organization support to serve large numbers of youth in high-risk areas. For example, in 2005, the G.R.E.A.T. Program signed a formal partnership agreement with the Boys & Girls Clubs of America to encourage collaboration at the local level between law enforcement agencies offering G.R.E.A.T. and their local Boys & Girls Clubs, including making G.R.E.A.T. available as part of their after-school programming.
- In June 2005, G.R.E.A.T. Officer Training was conducted at the Pine Ridge Reservation in South Dakota, and 19 Native American law enforcement officers were certified as G.R.E.A.T. officers, greatly expanding the community's ability to provide the program to more high-risk reservation youth.

ENFORCING THE UNDERAGE DRINKING LAWS PROGRAM

OJJDP has administered the Enforcing the Underage Drinking Laws (EUDL) Program since Congress created the \$25 million annual program in 1998. Through grants, training, and technical assistance, the EUDL Program helps states, territories, and the District of Columbia prevent underage drinking by emphasizing law enforcement. With the distinction of being the only federal initiative engaged exclusively in underage drinking prevention, the program is implemented at state and local levels through a

governor-designated agency in each of the 50 states. As a result, OJJDP works with 50 multi-disciplinary agencies and the District of Columbia creating an opportunity for diverse, multi-level collaboration on a single issue.

EUDL's four programmatic elements are (1) annual block grants to each state and the District of Columbia to fund the establishment of a statewide task force and innovative programs to prevent underage drinking, with a strong emphasis on law enforcement; (2) discretionary grants to selected states to fund the demonstration of best or most promising strategies at the local level; (3) training and technical assistance to guide states and communities in their efforts; and (4) a national evaluation of the EUDL program.

Across the nation, states and local communities engage in environmental strategies to address underage drinking and many successes have been reported since the beginning of the EUDL initiative. Here are brief examples of the recent successes of various states in addressing the problem of underage drinking:

- **Texas.** In 1999, Congress made it possible for colleges and universities to notify parents of student alcohol violations. Many campuses, including Texas A&M, instituted parental notification policies that have resulted in significant declines in alcohol violations and in recidivism rates. "Since instituting parental notification in 1999, Texas A&M University has seen only nine repeat offenders out of 45,000 students," said Dr. Bill Kibler, Interim Vice President for Student Affairs, in an interview last year. He also said that because Texas A&M partners with parents to achieve success, less than 10 percent of parents have contacted the university to express concern about the policy.
- **Washington.** Environmentally based alcohol prevention strategies work to reduce availability through policy change and enforcement. The ultimate goal is to reduce alcohol consumption and related problems among youth. An evaluation of

one of Washington's EUDL programs yielded the following results: Since 1998, recent alcohol use has declined for all grade levels surveyed: 42 percent (6th grade), 20 percent (8th grade), 22 percent (10 grade), and 9 percent (12 grade). Binge drinking (five or more drinks in a row) also decreased for both 8th graders (down 33 percent) and 12th graders (down 14 percent).

- **Maine.** In Piscataquis County, a multi-jurisdictional task force worked together to cover a rural area of Maine where youth were known to have parties where alcohol was consumed. This comprehensive enforcement effort resulted in a 13 percent decrease in the proportion of high school students reporting that it is easy to get alcohol, a 32 percent increase in the perception that police will apprehend underage drinkers in the county, and a 35 percent decrease in current marijuana use among high-school students.
- **Wyoming.** At the F. E. Warren Air Force Base, Colonel Evan Hoapili implemented the 0-0-1-2-3 program. The numbers represent four limits on alcohol: zero underage drinking, zero drunken-driving arrests, one drink per hour, and no more than three drinks per night for those who do drink. Because of this innovative program, this military installation saw the following results: 74 percent reduction in alcohol related incidents; 81 percent reduction in underage drinking cases; and 45 percent decrease in DWI arrests.

TRIBAL YOUTH PROGRAM

Many American Indian and Alaska Native (AI/AN) communities face chronic underfunding for their justice systems, lack access to meaningful training for law enforcement and justice personnel, and lack comprehensive programs that focus on preventing juvenile delinquency, providing intervention services, and imposing appropriate sanctions. Furthermore, while violent crime arrest rates have declined

throughout the United States, they continue to rise in tribal communities. According to data from OJP's Bureau of Justice Statistics, American Indians experience violent crime at a rate twice that of the general population. Of particular concern to tribes and OJJDP is the increasing number of violent crimes committed by and against tribal youth. OJJDP is collaborating with tribes on a number of programs to address this disturbing trend.

- **OJJDP's Tribal Youth Program (TYP)** assists tribes in their efforts to prevent and control delinquency and improve the juvenile justice system for AI/AN youth. Since FY 1999, OJJDP has awarded 270 grants to tribes throughout the nation to help them develop and implement culturally sensitive delinquency prevention programs, alcohol and substance abuse prevention programs, interventions for court-involved youth, and improvements to the juvenile justice system. To further assist tribes, OJJDP funded an evaluation of TYP activities.
- A TYP mental health component, established in 2000, helps tribes provide substance abuse prevention/intervention and mental health services to tribal youth. OJJDP also supports the Tribal Juvenile Accountability Discretionary Grant (JADG) program, which funds program reforms that hold AI/AN youth accountable for their offenses.
- One of OJJDP's major TYP-related activities in FY 2005 was designed to help ensure that the program is truly making a difference for tribal youth. OJJDP convened a focus group to identify significant tribal youth issues, discuss the role of government in effectively addressing those issues, and recommend how TYP can support tribes in responding to areas of concern. Focus group participants included representatives from tribal communities and federal agencies who work with tribal youth. The participants told OJJDP that they were most pleased with the flexibility TYP allows grantees in

developing and implementing relevant programs within tribal communities.

- To further enhance TYP, OJJDP provides a comprehensive program of ongoing training for current grant recipients and orientation for new grantees. During FY 2005, OJJDP held regional TYP training in Albuquerque, NM; Orlando, FL; and San Francisco, CA. It also provided orientation and training to 39 new grantees who received FY 2005 funding.
- The mandatory training provided information about TYP program areas, grant management, and mental health services. Training topics for 2005 included strategies to reduce truancy, effective treatment programs, adolescent brain development, effects of alcohol and drugs, use of graduated sanctions in tribal communities, and programs to empower AI/AN girls. In keeping with OJJDP's support of community-based partnerships, the training was designed to help tribes build on their proven strengths and life experiences as a way of enhancing their capacity to develop and maintain programs that are valuable to their communities.

MISSING AND EXPLOITED CHILDREN

AMBER Alert

AMBER Alert is a voluntary partnership between law enforcement agencies and broadcasters to activate an urgent bulletin in the most serious child abduction cases. AMBER, which stands for America's Missing Broadcast Emergency Response, exemplifies how local partnerships, such as those between the media and law enforcement agencies, can make a difference when a child has been abducted. In February 2005, Hawaii became the 50th state to complete its statewide AMBER Alert plan, creating a network of plans nationwide. Twenty-seven regional and 37 local plans also have been established.

- In 2005, a National Advisory Group was established to oversee the overall national AMBER Alert initiative and to make recommendations on the AMBER Alert criteria, examine new technologies, identify best practices, and address problems and concerns. The Advisory Committee was instrumental in the design and development of the National Conference on AMBER Alert, the development of a National AMBER Alert Strategy, and the formulation of recommendations for ongoing assistance and support to AMBER Alert programs nationwide.
- The third National Training Conference on AMBER Alert was held in November 2005. The goals of the conference were to train call takers in order to improve AMBER Alert programs and processes, raise understanding and awareness about issues related to missing children, and provide an opportunity for jurisdictions to work together to develop a seamless AMBER Alert network.
- As of June 2006, 278 children have been safely recovered as a result of the AMBER Alert Program.
- During FY 2005, the AMBER Alert program released four new publications: Best Practices Guide for Broadcasters and Other Media Outlets (guide), Bringing Abducted Children Home (brochure), Effective Use of NCIC (National Crime Information Center) (fact sheet), and U.S. Department of Justice Recommended AMBER Alert Criteria (pocket card for law enforcement). The first two publications are available in Spanish. OJP also released a Report to the Congress on AMBER Alert in July 2005.
- In 2005, the Office of Justice Programs and its AMBER Alert partners announced the creation of the Wireless AMBER Alerts Initiative, a voluntary partnership between the wireless industry, law-enforcement agencies, and the National

Center for Missing & Exploited Children (NCMEC), to distribute AMBER Alerts to wireless subscribers who opt in to receive the messages and are able to receive text messages on their wireless devices.

National Center for Missing and Exploited Children

The National Center for Missing and Exploited Children (NCMEC) is a private, non-profit corporation that provides 24-hour services and support to families, children, law enforcement agencies, and federal agencies on all aspects involving missing and exploited children. In partnership with OJP's Office of Juvenile Justice and Delinquency, NCMEC supports law enforcement at the federal, state and local levels in cases involving missing and exploited children.

NCMEC operates a 24-hour hotline (800-843-5678 or 800-THE-LOST) that has received over 1.5 million calls.

Highlights of recent activities from NCMEC's major programs include:

- **National Missing Children Telephone Hotline.** During FY 2005, NCMEC answered 93,481 calls on its hotline and assisted in the recovery of 9,193 children.
- **CyberTipline.** Both private citizens and internet service providers use NCMEC's online reporting system (www.cyber-tipline.com) to report child pornography on the Internet. Leads are referred to law enforcement for investigation. NCMEC's CyberTipline handled more than 107,000 reports of child pornography in FY 2005.
- **The Child Victim Identification Program.** A mechanism to identify victims of child pornography, this program has been used to identify more than 260 children in pornographic images and videos.
- **Photo distribution program.** NCMEC also works with the private sector to distribute photos of missing children. During FY 2005, 221 children were found as a result of this program.
- **Computer imaging.** NCMEC uses computer technology and graphic artists to age progress photos of long-term missing children. Almost 600 missing children whose photographs were computer age enhanced have been located, and 20 unidentified deceased children have been identified as a result of NCMEC's imaging specialists' work on facial reconstructions.
- **Team ADAM** is a group of retired law enforcement officers with experience working missing children cases that can be deployed to assist local law enforcement at NCMEC's expense. In FY 2005, NCMEC deployed its "Team ADAM" to communities devastated by Hurricanes Katrina and Rita to assist in the search for missing children.
- **Team HOPE** is a group of parent volunteers who have experienced child abduction and, at NCMEC's expense, can be deployed to assist a family faced with the tragedy of child abduction.
- **Victim Reunification Travel Program.** Support continues for this program, which works to return American children from overseas who are victims of international parental abduction and facilitates the reunification process.

Internet Crimes Against Children Task Force Program

In 1998, OJJDP created the Internet Crimes Against Children (ICAC) Task Force to encourage communities to adopt a multi-disciplinary, multi-jurisdictional response to technology-facilitated child sexual victimization, including online enticement and the proliferation of child pornography. This program is a network of 45

multi-agency, multi-jurisdictional Regional Task Forces that receive funding to provide nationwide coverage in the investigation and prosecution of ICAC cases. In May 2006, a 46th task force was funded to cover southern Texas.

- In FY 2005, the 45 existing ICAC task forces and more than 1,200 affiliated agencies received over 123,000 reports, completed 6,131 forensic examinations, and provided technical assistance on 6,143 cases handled by law enforcement agencies not funded or affiliated with ICAC.
- More than 15,000 persons, including law enforcement and prosecutors, were trained during 2005. Two new courses for the more experienced investigators and prosecutors were developed in FY 2005, including an introductory course for probation and parole services officers responsible for monitoring sex offenders and undercover operations in peer-to-peer file sharing environments. In FY 2006, an ICAC Unit Commanders course and a course on Investigating Wireless Technologies will be made available.

These achievements demonstrate the increasing impact the ICAC Task Forces have on assisting federal, state, and local law enforcement in effectively addressing technology-facilitated child exploitation cases.

Preventing the Commercial Sexual Exploitation of Children

The commercial sexual exploitation of children (CSEC) covers crimes of a sexual nature committed against youth victims primarily or entirely for financial or other economic reasons. These crimes include trafficking for sexual purposes, prostitution, sex tourism, mail-order-bride trade and early marriage, pornography, stripping, and performing in sexual venues such as peep shows or clubs. The commercial sexual exploitation of children is not only illegal and horrific; it brings about sig-

nificant and, at times, life-threatening physical, mental, and emotional harm to these children. Moreover, CSEC has long-term, devastating impacts particularly to the communities subjected to these crimes, and to the society as a whole. It is difficult to estimate how many children and youth are sexually exploited in the United States each year; some research puts that figure in the hundreds of thousands. Boys and girls of any age from infancy through adolescence can be victimized. The average age at which children enter prostitution, for example, is reported as 14.

- OJJDP funds two anti-CSEC demonstration sites. New York City and Atlanta were chosen to be pilot sites for OJJDP's CSEC initiative because both had identified CSEC as an issue needing attention and both had made progress in creating partnerships (public-private) in response. Atlanta focuses on RICO-prosecutions of child pimps and NYC focuses on police-service provider partnerships and innovative prosecution strategies used by the district attorney's offices.
- OJJDP has committed to working with the pilot sites for five years. The agency's primary goal for the initiative is to support collaborative work between law enforcement, the courts, and practitioners who work with youth to improve the identification and delivery of services to exploited youth, the prevention of future exploitation, and the investigation and prosecution of the adults who exploit them. Atlanta and New York received funds for the first year of the initiative to plan their strategies, and will receive supplemental funding each year to implement their plans. OJJDP manages the initiative under a cooperative agreement with the Office of the Mayor in New York and with the Fulton Juvenile Justice Fund in Atlanta.
- OJJDP also supports other agencies that serve commercially sexually exploited children: Standing Against Global Exploitation in San Francisco, CA, which

provides outreach and comprehensive health, legal, advocacy, and other support services to these youth; and the Paul & Lisa Program, headquartered in Westbrook, CT, which helps children, teens, and women escape from prostitution and establish positive and productive lives.

- In 2006, OJJDP will award grants for research on commercial sexual exploitation of children and youth and fund a program that will enhance community capacity to address the issue through training and technical assistance for state and local law enforcement and service providers.

PROJECT CHILDSAFE

A component of Project Safe Neighborhoods, Project ChildSafe continued to expand in FY 2005 to support efforts to reduce gun crime.

This nationwide firearms safety program teaches firearms owners how to properly store and safely handle their weapons. Through the distribution of gunlocks and gun safety information, Project ChildSafe works to prevent children from accessing loaded firearms in the home. BJA continued its partnership with the National Shooting Sports Foundation, which administers the program and works with governors and local officials to raise awareness of firearms safety and promote the safety kits' availability.

- From September 2004 through August 2005, Project ChildSafe operated under a \$25 million grant and distributed 12.4 million more safety kits, bringing the total number of gun locks distributed since the program's inception in 2001 to 32 million.
- In 2005, the National Shooting Sports Foundation distributed the gunlock safety kits at 193 events in 22 states.

6

VICTIMS OF CRIME

VICTIM COMPENSATION

The Office for Victims of Crime awards Victim Compensation grants to all 50 states, the District of Columbia, the U.S. Virgin Islands, Guam, and Puerto Rico to establish and operate compensation programs for crime victims. These programs reimburse victims for crime-related expenses such as medical costs, mental health counseling, funeral and burial costs, and lost wages or loss of support.

Although each state compensation program is administered independently, most programs have similar eligibility requirements and offer comparable benefits. Maximum awards generally range from \$10,000 to \$25,000. Compensation is paid only when other financial resources, such as private insurance and offender restitution, do not cover the loss. Some expenses are not covered by most compensation programs, including theft, damage, and property loss.

VICTIM ASSISTANCE

The Office for Victims of Crime awards Victims of Crime Act funds to states to support community-based organizations that serve crime victims. Some 5,500 grants are made annually to domestic violence shelters, rape crisis centers, child abuse programs, and victim service units in law enforcement agencies, prosecutors' offices, hospitals, and social service agencies. These programs provide services, including crisis intervention, counseling, emergency shelter,

criminal justice advocacy, and emergency transportation. States and territories are required to give priority to programs serving victims of domestic violence, sexual assault, and child abuse. Additional funds must be set aside for underserved victims, such as survivors of homicide victims and victims of drunk drivers.

HELPING OUTREACH PROGRAMS TO EXPAND I

The Office for Victims of Crime administers the Helping Outreach Programs to Expand (HOPE) Program, which provides up to \$5,000 in funding to community- and faith-based victim service organizations and coalitions to improve outreach and services to crime victims through support of program development, networking, coalition building, and service delivery. Funds can be used to develop program literature, train advocates, produce a newsletter, support victim outreach efforts, and recruit volunteers.

Established organizations and coalitions that do not receive federal VOCA victim assistance grant funding and that operate with \$50,000 or less in annual funding can apply. Eligible organizations and coalitions must have been in operation for at least one year.

HELPING OUTREACH PROGRAMS TO EXPAND II

The Office for Victims of Crime (OVC) awarded \$3 million to the Maryland Crime Victims Resource Center, Inc. to support the activities of small faith-based and/or community-based organizations in serving victims of crime during FY 2005. OVC is particularly interested in increasing the development and capacity of faith- and/or community-based organizations to respond to underserved crime victims in high crime urban areas. The grantee will issue and manage subgrants of up to \$50,000 to small faith- and community-based organizations that provide services to crime victims. Funds can be used for: recruiting and use of volunteers to provide services to victims of crime (e.g., the training of crime victim advocates), managing volunteers and non-governmental support, providing services to crime victims (e.g., transportation to and from criminal justice proceedings, and advocacy before the criminal justice system), promoting a coordinated public and private sector effort to aid victims of crime (e.g., program literature, newsletters, and victim outreach efforts), and assisting crime victims obtain available crime victim compensation benefits through state or local government agencies.

INTERNATIONAL TERRORISM VICTIM EXPENSE REIMBURSEMENT PROGRAM

Over the years, hundreds of U.S. nationals, officers, and employees of the U.S. Government have been killed or injured in acts of international terrorism occurring outside the United States. These incidents of terrorism continue worldwide. Recognizing that providing assistance and support to these victims presents a number of challenges and obstacles, Congress amended the Victims of Crime Act of 1984 by authorizing an International Terrorism Victim Expense Reimbursement Program (ITVERP) so that victims of acts of international terrorism that occur outside the United States may

receive reimbursement for associated expenses associated.

ITVERP was not operational, therefore, the Office for Victims of Crime (OVC) established two mechanisms to assist victims of international terrorism. In March 2003, OVC initiated a Memorandum of Understanding (MOU) between the FBI, the Department of State, and OVC that outlines the conditions and procedures to be followed by each agency in providing emergency assistance to victims of international terrorism. As set forth in the MOU, the first mechanism for emergency assistance is an FBI Crime Victim Assistance Fund. OVC provided the FBI with funding to support immediate crisis response assistance, such as emergency travel, transportation, repatriation of remains, and medevac costs to transport injured victims to appropriate medical facilities. OVC has the capacity to provide supplemental funding to the FBI on an as-needed basis. The second mechanism for providing assistance to victims of international terrorism, for emergency expenses that might fall outside the parameters of the FBI Crime Victim Assistance Fund, is via OVC handling requests from eligible victims and their family members for reimbursement for funeral/burial expenses, mental health counseling, and other emergency expenses.

SUPPORT FOR VICTIMS OF TERRORISM, MASS VIOLENCE, AND OTHER INTERNATIONAL CRIMES

The Office for Victims of Crime (OVC) is authorized under the Victims of Crime Act of 1984 as amended to provide assistance to victims of terrorism or mass violence occurring within and outside of the United States. OVC has three principal programs for providing assistance. First, OVC administers the Antiterrorism and Emergency Assistance Program (AEAP), which provides grants to states, victim service organizations, public agencies, and nongovernmental organizations to provide emergency relief, including crisis

response efforts, assistance, training and technical assistance, and ongoing assistance. Under AEAP, communities responding to incidents of terrorism or mass violence could be eligible to receive a crisis response grant, a consequence management grant, a criminal justice support grant, a crime victim compensation supplemental grant (only state crime victim compensation programs are eligible), or training and technical assistance via OVC's Training and Technical Assistance Center. In FY 2005, OVC provided crisis response support via the AEAP in response to the Red Lake School shooting. Funds supplemented resources of the state's crime victim compensation program to cover out-of-pocket cost incurred by victims and victim family members for mental health counseling, lost wages, medical care, and funeral and burial costs. To date, 65 claims have been paid.

Second, OVC is implementing an International Terrorism Victim Expense Reimbursement Program, a direct payment program created to cover out-of-pocket expenses incurred by American citizens or an employee of the U.S. Government as a result of an act of international terrorism. The third program assists the left-behind parent in cases of international child abduction. Support under this program is provided in conjunction with the National Center for Missing and Exploited Children.

TRIBAL VICTIM ASSISTANCE DISCRETIONARY GRANT PROGRAM

The Tribal Victim Assistance (TVA) Discretionary Grant Program is designed to improve the quality of direct services for victims of crime in remote, rural American Indian/Alaska Native (AI/AN) communities. AI/AN communities utilize these funds to provide direct services to victims of crimes such as child abuse, homicide, elder abuse, Driving While Intoxicated (DWI), and gang violence. Direct services may include counseling, referrals, emergency services, court accompaniment, and assistance obtaining victim compensation.

TVA is funded with discretionary monies, as defined in the Victim Compensation and Assistance Act of 1984. In FY 2003, OVC changed the funding structure of the TVA program, in an effort to make eligible tribes which fall under state criminal jurisdiction. The majority of FY 2005 grants (21) were given to tribes with federal criminal jurisdiction, while four were given to tribes that are subject to state criminal jurisdiction, such as Alaska and California.

In FY 2005, the TVA program awarded \$2.5 million to 25 tribal grant recipients across the nation. This was the third and final year of a three year grant cycle. Through a separate discretionary award, \$500,000 was awarded to provide training and technical assistance to these 25 grantees.

The following FY 2005 program highlights provide examples of the exemplary services being provided through TVA grants:

- **Cheyenne River Sioux Tribe:** The Cheyenne River Sioux Tribal Victim's Assistance program has identified volunteer victim advocates in the 23 communities on the Cheyenne River reservation. These volunteers cover a vast area and are indispensable to the program.
- **Turtle Mountain Band of Chippewas:** This TVA program sponsored the 9th Annual Family Violence Conference. The program continues the DUI Victim Impact Panel. Its purpose is to show offenders firsthand the trauma and devastation that is experienced by innocent victims as a result of a DUI crash. The Impact Panel is in its third year. This panel is evaluated by its attendees and has had positive response from the community. Further, the program has established its first Adult Protection Team to identify victims of elder abuse. Through this team, the program developed and implemented an Elder Abuse Code, which was adopted by the Turtle Mountain Band of Chippewa.

- **Mississippi Band of Choctaw Indians:** On August 29, 2005, Hurricane Katrina devastated parts of Mississippi. The Tribe is 180 miles in-land from the Biloxi Coast and was in the direct path of the hurricane. Hurricane Katrina hit the local tribal area as a Category 1 hurricane. Tribal entities and local business received damages from the hurricane and the roads were impassable for days. The TVA-supported staff volunteered at local shelters until the Tribal Chief authorized the return of tribal employees to regular business one week after the hurricane. Weeks afterwards, many of the TVA staff and tribal members did not have electricity or water. The staff continued to work regular day hours to provide victim services and volunteered evening hours at shelters to provide assistance to hurricane victims.

SERVICES FOR TRAFFICKING VICTIMS DISCRETIONARY GRANT PROGRAM

OJP's Bureau of Justice Assistance (BJA) works with state and local law enforcement agencies to organize human trafficking task forces so that such agencies can better identify victims of human trafficking, proactively investigate businesses where human trafficking might be occurring, conduct local public awareness campaigns, and work collaboratively with trafficking victim service providers, federal investigative agencies, and U.S. Attorneys to rescue victims of trafficking and prosecute traffickers. These multidisciplinary task forces are necessary to incorporate a victim-centered approach, not only because of the key humanitarian principle behind the identification and rescue of victims, but also because these victims are the key to the successful investigation and prosecution of traffickers.

Funding for this program is authorized by the Victims of Trafficking and Violence Act of 2000 and amended by the Trafficking Victims Protection Reauthorization Act of 2003. All

efforts supported by this program must address severe forms of trafficking, defined as (a) sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age; or (b) the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.

- BJA and the Office for Victims of Crime (OVC) issued the Law Enforcement and Service Provider Multidisciplinary Anti-Trafficking Task Forces solicitation on September 21, 2004. This solicitation closed in early FY 2005 and resulted in 22 state and local law enforcement agencies being funded up to \$450,000 each for three years to work collaboratively with U.S. Attorneys, federal law enforcement, and victim services agencies to rescue victims of human trafficking and prosecute traffickers.
- In April 2005, BJA and OVC issued another joint solicitation for concept papers to continue the coordinated law enforcement task forces and victim services initiatives. State and local law enforcement agencies and victim services agencies were invited to apply for federal funds to help (1) form collaborative human trafficking task forces or (2) supplement current trafficking victim service provider funding in areas where a BJA-funded task force already existed. BJA funded 10 additional anti-human trafficking task forces as a result of this effort (bringing the total to 32 task forces), and OVC supplemented trafficking victim services funding or funded new comprehensive service providers so that all 32 human trafficking task forces had OVC-funded trafficking victim services.
- During FY 2005, BJA supported the delivery of a Human Trafficking Train-the-Trainer Program to 113 law enforcement trainers from 27 Regional Community

Policing Institutes, which are administered by DOJ's Office of Community Oriented Policing Services. BJA funded the Institute for Intergovernmental Research to help design the Train-the-Trainer Program and provide the training, which was developed with the assistance of experts in every aspect of human trafficking and widely vetted by law enforcement, prosecution, and trafficking victim services providers. The training stressed a victim-centered approach.

CHILDREN'S JUSTICE ACT

The Children's Justice and Assistance Act (CJA) of 1986 provides funding to states to establish programs to effectively handle child abuse cases. The Anti-Drug Abuse Act of 1988 authorized funds to aid American Indian/Alaska Native (AI/AN) communities in developing, establishing and operating programs to improve the investigation and prosecution of child abuse cases, particularly cases of child sexual abuse.

A total of \$3 million is available annually to support grants to tribes and non-profit tribal agencies through the CJA grant program. OVC has funded more than 200 grant programs since the program's inception.

The program has made numerous systemic improvements in the handling of child abuse cases. The CJA program has enhanced coordination and collaboration between U.S. Attorney's Offices, FBI, and other federal and tribal agencies; enhanced the investigation and prosecution of child abuse cases; reduced the number of child interviews thus reducing the trauma to child abuse victims; increased the number of established and functional multidisciplinary teams and/or child protection teams; revised tribal codes and procedures to address child sexual abuse; adapted culturally sensitive services and practices into the investigation, prosecution, and overall handling of child abuse cases; and hired specialized staff to handle child abuse victim cases.

COUNSELING FOR CRIME VICTIMS IN INDIAN COUNTRY BY FAITH-BASED ORGANIZATIONS

The high rate of crime in American Indian/Alaskan Native (AI/AN) communities and villages was reflected in the numerous studies conducted, demonstrating the need for victim assistance programs to help victims cope with and heal from crime. Many rural, remote AI/AN communities are impoverished and isolated, and they lack victim assistance services. Crime victims, like others in crisis, frequently turn to spiritual leaders for support in times of need. Although members of the clergy, spiritual leaders and traditional healers are often experienced with issues arising from a range of social justice problems, such as poverty, homelessness, and drug abuse, they are frequently not familiar with the particular dynamics of crime victimization. In contrast, victim assistance programs possess the knowledge and practical resources for responding to the immediate needs of victims, but they might not be able to address the profound spiritual crisis brought on by a criminal act.

In January 2005, the Office for Victims of Crime (OVC) announced the continuation of faith-based funding support for all of the FY 2004 Faith-Based Counseling for Crime Victims In Indian Country Grant Program grantees. These grantee organizations, which serve tribal communities in Alaska, Montana, North Dakota, Oklahoma, and Washington state, continued to receive support in FY 2005 under the new program name of Counseling for Crime Victims in Indian Country by Faith-Based Organizations.

VICTIM ASSISTANCE IN THE FEDERAL SYSTEM/JUSTICE FOR ALL ACT

The Federal Assistance Division of the Office for Victims of Crime (OVC) provides funding to federal agencies for a variety of services for victims of federal crime. Implementation of victim related provisions contained in the AG guidelines and the Justice for All Act, were mainly accomplished by key personnel providing victim and witness assistance. In FY 2005, OVC supported victim advocates and coordinators in the FBI and the Executive Office for United States Attorneys.

- In FY 2005, OVC provided funding support to the FBI for hiring 112 full-time victim specialists to improve victim service delivery for each of the 56 FBI field offices and 25 largest resident agencies. Thirty-one of the positions assist victims in Indian country.

The FBI victim specialists are also responsible for complying with the policies set forth in the FBI Manual of Investigative and Operational Guidelines. The FBI's Office for Victim Assistance, whose mission is to ensure that victims of federal crimes have access to their rights, is centralizing the authority of the victim assistance program by providing fiduciary, policy and programmatic oversight, as well as training and supervision authority over the 112 victim specialists across the country. In 2005, the FBI Director established four major priorities for the victim assistance program: child victims, violence crime victims, terrorism victims, and Indian Country victims.

In 2005, the FBI opened more than 12,000 investigations with 188,175 victims identified in relation to those investigations. A total of 294,490 notifications were made, a 65 percent increase over the previous year. The FBI victim specialists provide specialized services to child victims, victims in Indian Country, and victims of

terrorism and mass casualty. Special emphasis has been on meeting the unique and challenging needs of children and adolescents who are victims of Internet, prostitution, and international parental kidnapping. The FBI used emergency assistance funds for victims with urgent needs more than 120 times.

- In FY 2005, OVC provided funding for 170 victim witness coordinator positions assigned to United States Attorney's Offices (USAOs) in 93 districts across the country. These coordinators provided direct services to victims of federal victims of crime to ensure that victims' rights enumerated in the Attorney General Guidelines were provided to victims. For example, they provide notification of upcoming court related events and referrals to victim services. In addition, they were involved in the development of victim-witness informational brochures and creation of a guide for USAOs to use when docketing case events for victim notification. Several USAO victim-witness personnel coordinate and/or participate in coalitions or local task forces against human trafficking. These task forces consist of representatives from federal, state and local law enforcement agencies and local NGOs. In Illinois, the Chicago Police Department receives OVC funds to support its trafficking task force. The Northern District of Illinois' Victim-Witness Coordinator assisted in drafting the interagency Memorandum of Understanding and other agreements to foster better interagency cooperation regarding human trafficking investigations.

The Crime Victims' Rights Act (CVRA) gives victims the right to be notified in a timely manner of any public court proceeding involving the crime. Prior to passage of the CVRA, victims were notified of major case events, such as the filing of charges, trial, and sentencing. To enable Department of Justice victim-witness personnel to efficiently make these notifications, OVC funds the Victim Notification System (VNS).

VNS is a shared web-based application involving the FBI, the U.S. Postal Inspection Service, the USAOs, the Criminal Division, and the Bureau of Prisons. Notification of case events begins during the investigative stage and continues throughout the prosecution and corrections stages of a case. VNS provides victims with access to a VNS toll-free number by which they can access current case information and to the Victim Internet System (VIS) Web site that allows them to view their notifications and update their personal contact information. In mega-victim cases, use of the VIS and the VNS Call Center becomes the most cost-effective and efficient means of notification.

- During FY 2005, USAOs' victim-witness personnel provided notifications to an unprecedented number of victims. Now victims are entitled to notice of every single public court proceeding involving the crime, including status hearings, pretrial motion hearings, appellate arguments, and hearings to revoke or modify supervised release, as well as notice every time a public court proceeding is rescheduled. The increase in notifications has been dramatic, more than doubling from FY 2004 to FY 2005, for a total of 5.7 million notices generated by the USAOs in 2005.
- OVC provided EOUSA with funding for training and technical assistance. For example, OVC provided \$1 million to the EOUSA to train federal Victim-Witness personnel, prosecutors, and law enforcement on how to comply with the CVRA and the amended Attorney General Guidelines for Victim and Witness Assistance. In addition, the USAO in the Southern District of California received funding from OVC for a National Drug Endangered Children (DEC) Training Coordinator and Training Program to provide multi-disciplinary training to statewide and regional groups around the nation on how to create DEC programs. This program conducted training for more than 3,000 individuals. As a result of this training, additional DEC

teams and alliances have been created across the country. OVC funded six regional (covering fourteen states) annual multi-disciplinary conferences to train and educate victim assistance personnel, mental health professionals and law enforcement that work with crime victims in Indian Country. EOUSA was involved in coordinating a number of OVC sponsored conferences including the Third National Symposium on Victims of Federal Crime, human trafficking training, and training on forensic interviewing of children in Indian Country.

VICTIM NOTIFICATION SYSTEM

Crime victims have a constitutional right to be informed of their offender's status and court events related to their case. To help provide critical information to victims in near real time, the Statewide Automated Victim Information and Notification (SAVIN) initiative aims to assist states in building, implementing, or improving their statewide automated victim information and notification systems. Through SAVIN, victims can access critical information through a web site and toll-free number with support from an operator 24 hours a day; register to be notified via telephone, e-mail, Telecommunication Device for the Deaf (TDD), or a written letter each time the status of their offender or case changes; and access information about their offender's arrest, initial incarceration, pretrial release, judicial process, final disposition, post-conviction incarceration, and community supervision.

In 2005, Congress appropriated \$8 million to assist states in creating or improving their automated victim notification systems. The Bureau of Justice Assistance (BJA) awarded SAVIN grants to eligible states to increase victim safety by developing policies, practices, and technological solutions for the timely and accurate dissemination of information about offenders and their cases. This information-sharing capability is also available to court, corrections, and law enforcement officials. BJA will facilitate the development of minimum program require-

ments to help ensure interoperability between systems across the country. Participating states will be required to adhere to justice information data sharing standards and the U.S. Department of Justice Global Justice eXtensible Markup Language Data Model, as well as standards for program management, training, reporting, and assessment.

OVC'S TRAINING AND TECHNICAL ASSISTANCE CENTER

The Office for Victims of Crime's Training and Technical Assistance Center (OVC TTAC) was established to support victim services across the country. The center assists victim service providers, advocates, and allied professionals in learning new skills and adopting best practices to enhance their continued success in providing quality victim services. The mission of the OVC TTAC is to bridge the gap between knowledge, experience, and the victim assistance practice to help the still evolving victim assistance field successfully meet the challenges of an increasingly complex service delivery environment.

- OVC TTAC continues to offer an annual calendar of training events and workshops presented throughout the country.
- OVC in 2005 introduced through TTAC, the State Conference Support Program for agencies and organizations sponsoring state conferences that focus on enhancing victim services. Eligible agencies and organizations are able to receive support on a reimbursement basis for a variety of costs related to speakers, meeting space, conference materials, and for scholarships.
- New for 2005, the OVC State Crime Victim/Survivor Scholarship Program provides support through OVC TTAC for eligible agencies and organizations sponsoring state conferences that focus on enhancing victim services. Funds are available to offer scholarships to eligible victims/survivors who might not otherwise be able to attend the conferences.

SUBSTANCE ABUSE AND CRIME

RESIDENTIAL SUBSTANCE ABUSE TREATMENT FOR STATE PRISONERS FORMULA GRANT PROGRAM

The Residential Substance Abuse Treatment (RSAT) for State Prisoners Program assists states and local governments to develop and implement substance abuse treatment programs in state and local correctional and detention facilities and to create and maintain community-based aftercare services for offenders. RSAT enhances the capability of states and units of local government to provide residential substance abuse treatment for incarcerated inmates; prepares offenders for their reintegration into the communities from which they came by incorporating reentry planning activities into treatment programs; and assists offenders and their communities through the reentry process through the delivery of community-based treatment and other broad-based aftercare services. In FY 2005, \$33 million in RSAT funding was awarded to the 50 states, the District of Columbia, Puerto Rico, the U.S. Virgin Islands, American Samoa, Guam, and the Northern Mariana Islands.

DRUG COURTS

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) administers the juvenile drug court implementation, the family drug court implementation, and the juvenile and

family drug court enhancement grants. In addition, the Bureau of Justice Assistance (BJA) and OJJDP jointly administer the Drug Court Planning Initiative.

Drug courts are a coordinated effort of the judiciary, prosecution, defense, probation, law enforcement, mental health, social service, and treatment communities to reduce crime committed by drug-involved offenders. The BJA Drug Court Discretionary Grant Program helps states, state courts, local courts, units of local government, and Indian tribal governments develop and establish adult drug courts for nonviolent, substance-abusing offenders. OJJDP administers juvenile and family drug court implementation and enhancement grants.

The overall goal of the adult drug court strategy is to build capacity at the local and state levels through planning, resources for start up, and training and technical assistance via the National Drug Court Training and Technical Assistance Program (NDCTTAP). In FY 2005, three categories of funding were made available through BJA: adult drug court implementation, adult drug court enhancement, and statewide drug court enhancement.

- Through NDCTTAP's Drug Court Planning Initiative, 215 communities across the country received training in FY 2005 on how to start a drug court program. Faculty supported 60 workshops that trained 1,700 individuals. Of the communities that successfully completed this training, 95 percent have or

are planning a drug court. In addition, BJA provided funding to support innovative, comprehensive training on topics such as “Sustaining Your Drug Court,” “Drug Court Evaluation,” and “Incentives and Sanctions.” These trainings were provided throughout the year at no cost to grant recipients.

- In FY 2005, BJA and OJJDP received more than 400 applications from 44 states; 65 grants totaling \$25 million were awarded. New grants averaged \$400,000 for a three-year project, and enhancement grants averaged \$200,000 for a two-year project.
- BJA continued to fund the National Institute of Drug Abuse to oversee a performance-based e-court web project. When completed in 2006, this program will enable drug courts to report court and client progress, service linkages, and outcomes including recidivism, graduation rates, and improved client functioning directly to OJP.

Juvenile and Family Drug Courts

Beginning in FY 2005, OJJDP assumed leadership of the juvenile and family components of OJP’s Drug Court Discretionary Grant Program, previously administered by the Bureau of Justice Assistance. The Drug Court Discretionary Grant Program provides financial and technical assistance to states, state courts, local courts, units of local government, and tribal governments to develop and implement treatment drug courts that effectively integrate substance abuse treatment, mandatory drug testing, sanctions and incentives, and transitional services in a judicially supervised court setting with jurisdiction over non-violent, substance-abusing juvenile offenders and/or their families.

- Preliminary results from an evaluation of drug courts in Maryland show positive results, including a 71 percent reduction in the number of juvenile drug court par-

ticipants in Maryland with new convictions in the year after drug court, compared to the year prior to drug court as well as a 75 percent reduction in the rate of chronic offenders (youth with three or more new convictions) in the year after drug court compared with the year before drug court.

- A study of drug courts in North Dakota also showed juvenile drug court participants achieved increases in academic performance. In the two quarters following their participation in drug court, the average GPA of juveniles went up roughly one-third of a grade point from 1.69 to 2.01. Data showed similar academic gains for all of the subgroups in the study (e.g., males and females, whites and minorities). One of the biggest subgroup academic gains was reported by drug court graduates who improved their academic standing by 32 percent while in drug court.
- Qualitative data gleaned from path requests and exit questionnaires showed that juveniles appeared to be making progress in school as assessed by themselves, their teachers, and their parents. In short, preliminary data suggests that drug court is having a positive impact on improving the school functioning of substance abusing juveniles.

HAROLD ROGERS PRESCRIPTION DRUG MONITORING PROGRAM

The Bureau of Justice Assistance administers the Harold Rogers Prescription Drug Monitoring Program (PDMP). The primary purpose of the PDMP is to enhance the capacity of regulatory and law enforcement agencies to collect and analyze controlled substance prescription data through a centralized database administered by an authorized state agency. The program assists states as they plan, implement, or enhance a PDMP.

- In FY 2005, grants totaling almost \$7 million were made to 23 recipients to help states plan, implement, or enhance a PDMP. A training and technical assistance grant was awarded to the National Alliance for Model State Drug Laws (NAMSDL).
- Technical assistance was provided to 42 states in 2004-2005 through NAMSDL. In addition, a PDMP national training conference was held in December 2004, which was attended by 140 participants representing more than 30 states.
- Through PDMP resources, the Integrated Justice Information Systems Institute received funding to convene a steering committee of industry and PDMP experts to develop a plan to facilitate information sharing among states. The result was a two-day meeting conducted to identify the issues surrounding information sharing and begin strategically identifying technology needs at the state level to share data that will support PDMP goals. The project steering committee created an Information Exchange Package Description, which can be used by multiple states to develop technology for accomplishing the exchange. The document will help all states implement ways to share information with one another, consistent with state laws and regulations governing inter-state exchange of PDMP information.

INDIAN ALCOHOL AND CRIME DEMONSTRATION PROGRAM

The Bureau of Justice Assistance (BJA) administers the Indian Alcohol and Substance Abuse Program (IASAP). This program provides funding and technical assistance to federally recognized tribal governments to plan, develop,

implement, or enhance tribal justice strategies involving alcohol and crime, as well as substance abuse.

- In FY 2005, BJA awarded IASAP grants totaling more than \$28 million to 10 tribes in the states of Alaska, Arizona, Oklahoma, and Washington.
- Technical assistance providers hosted a faculty development workshop to enhance faculty's capacity to train and facilitate events and prepare them for potential select services at future BJA-sponsored tribal justice events.
- In FY 2005, a consortium of organizations led by Fox Valley Technical College provided services to 1,600 people representing more than 60 American Indian and Alaska Native communities via workshops, regional round-table trainings, and advisory meetings. Training topics included comprehensive strategy development, corrections, law enforcement, alcohol and substance abuse, and delinquency prevention. Program scholarships allowed about 100 additional non-grantee representatives to participate in IASAP training events.
- Fox Valley Technical College conducted several regional Salish Gatherings held in partnership with the Lummi Nation (Washington) and assisted in planning, developing, and administering the National Training Conference for Criminal Justice and Community Leaders, which was held in Green Bay, WI and attended by 400 tribal representatives.

8

TECHNOLOGY TO FIGHT CRIME

NATIONAL SEX OFFENDER PUBLIC REGISTRY

On July 20, 2005, DOJ launched the National Sex Offender Public Registry (NSOPR, available at www.nsopr.gov), a searchable web site that links state and territory sex offender public registries and allows users access to public information about sex offenders throughout the country. In May 2005, U.S. Attorney General Alberto R. Gonzales directed OJP to design a national web site that would link at least 20 state sex offender public registries and be available for public use in 60 days. In response, DOJ exceeded its goal by linking 22 states. As of April 2006, NSOPR links to registries in 48 states, the District of Columbia, and Guam; the remaining two states are expected to join in 2006.

NSOPR provides an opportunity for all states and territories to participate in this unprecedented public safety resource by sharing comprehensive, free-of-charge public sex offender data with citizens nationwide without relinquishing any control of their data. A single query from any web-capable computer allows NSOPR to deliver instant matches on sex offenders, including detailed information and often photographs, from state public registries. Mirroring industry standards, web services and DOJ's Global Justice eXtensible Markup Language—a common computer language that standardizes data and facilitates data sharing—establish a link between NSOPR and state sex offender public registries. The link allows data from different hardware and software systems

to be recognized and shown through the national search site, allowing users to initiate local, state, and national searches based on a name, ZIP code, county, city, or town.

In the first 48 hours of operation after its release on July 20, NSOPR received more than 27 million hits, peaking on the second day when it experienced about 1,000 hits per second. In the first 23 weeks of operation, the site received more than 140 million hits and queries from nearly 100 different countries. In addition, more than 1,000 organizations have provided NSOPR as a link on their web sites.

PAUL COVERDELL GRANTS

The National Institute of Justice (NIJ) administers the Paul Coverdell National Forensic Sciences Improvement Act. Coverdell grants are intended to improve the quality and timeliness of forensic science and medical examiner services, including services provided by laboratories operated by states and those operated by units of local government. Both states and units of local government can apply directly to NIJ for funding. NIJ awarded 96 Coverdell grants in FY 2005.

PRESIDENT'S DNA INITIATIVE

Advancing Justice Through DNA Technology is the President's \$1 billion, five-year federal initiative launched in 2004 to strengthen and improve the current federal and state DNA col-

lection and analysis systems. The President's DNA Initiative is a comprehensive strategy designed to maximize the use of forensic DNA technology to solve crimes, protect the innocent, identify the missing, and save lives. The initiative includes formula grants to state and local laboratories to: 1) reduce the nationwide backlog of DNA casework; 2) reduce the nationwide backlog of convicted offender DNA samples; and 3) increase the capacities of DNA laboratories to efficiently and effectively manage DNA evidence and prevent future DNA backlogs. Since the initiative began, more than 1.2 million convicted offender samples have been processed, and the case backlog has been reduced by nearly 49,000 cases (as of December 2005).

The National Institute of Justice (NIJ), together with other DOJ components, has developed several sets of training materials tailored to the needs of professionals who work with DNA evidence. Beginning in 2006, NIJ plans to develop interactive online training for criminal justice professionals. The initiative provides support to ensure that DNA technology is used to its full potential to identify human remains to aid in solving missing persons cases, and to stimulate research for the development of innovative tools and technologies for use in DNA laboratories. In April 2005, NIJ and other Department of Justice agencies sponsored the first National Strategy Meeting on Identifying the Missing to discuss the issues involved with collecting, analyzing, and identifying human remains.

After the 9/11 attacks, NIJ brought together experts to help with the identification of the more than 2,000 people reported missing. The Kinship and DNA Analysis Panel (KADAP) was tasked with addressing the challenges associated with large-scale DNA identification efforts following a mass disaster. The KADAP report will be released in 2006; however, NIJ gave pre-publication copies to authorities dealing with the aftermath of the 2005 hurricanes in the U.S. Gulf Coast region to assist them in their work.

NIJ maintains a Web site, www.DNA.gov, that serves as a one-stop resource for up-to-date information about the President's DNA

Initiative and the many issues and resources involved with DNA analysis.

GLOBAL JUSTICE INFORMATION SHARING INITIATIVE

OJP, through the Bureau of Justice Assistance (BJA), administers and facilitates the activities of the U.S. Department of Justice's Global Justice Information Sharing Initiative (Global) and the Global Advisory Committee (GAC). GAC's mission is to improve the administration of justice and help protect the public by promoting practices and technologies for secure justice information sharing. The committee advises the Attorney General and OJP's Assistant Attorney General on ways to facilitate standards-based electronic information exchange throughout the justice and public safety communities.

- In FY 2005, BJA collaborated with the U.S. Department of Homeland Security's (DHS) Homeland Security Advisory Council to develop the Fusion Center Guidelines. The intent of the DOJ/DHS collaboration was to ensure a consistent, unified message and to provide a comprehensive set of guidelines for developing and operating a fusion center within a state or region. Version 1 of the guidelines—law enforcement intelligence—was completed in July 2005 and distributed to all state agencies, homeland security advisors, and fusion centers. A companion CD that contains sample policies, templates, checklists, resource documents, and web site links was developed in conjunction with the guidelines.
- The Global Infrastructure Standards Working Group (GISWG) released version 3.0.3 of the Global Justice eXtensible Markup Language Data Model (Global JXDM), which lays a foundation for local, state, tribal, and national justice interoperability. In addition, GISWG coordinated the work of the Global Training

and Technical Assistance Committee that developed curriculum, provided instructors, and prepared training plans.

- The Criminal Intelligence Coordinating Council/Global Intelligence Working Group collaborated with the International Association of Law Enforcement Intelligence Analysts to publish the resource booklet *Law Enforcement Analytic Standards*, which contains 25 standards for analysts and analytic products, and also collaborated with the Law Enforcement Intelligence Unit (LEIU) to develop the *LEIU Audit Checklist*, which assists law enforcement executives in conducting a review of their agency's criminal intelligence function.
- The Global Privacy and Information Quality Working Group supported the development of *Privacy and Information Quality* for the Justice Decision Maker, geared toward executives and underscores the need to craft privacy policy as an integral part of justice information sharing, and finalized the Privacy Policy Development Guide, a hands-on tool for professionals implementing a privacy policy within their organization.
- The Global Security Working Group updated the educational resource *Applying Security Practices to Justice Information Sharing*, which contains background information, overviews of best practices, and guidelines for secure information sharing, and developed recommended best practices for use by local, state, and tribal law enforcement when setting up wireless security networks through the publication "*So you want to set up Wi-Fi...*"
- The National Criminal Intelligence Sharing Plan (NCISP) provides a blueprint to help agencies establish criminal intelligence-sharing policies, procedures, standards, technologies, and training. The plan contains 28 recommendations and action items for sharing data and addressing

security, policy, and procedure models for administrators and technology architecture for sharing sensitive, unclassified information. The plan was assembled with input and cooperation from local, state, tribal, and federal law enforcement agencies through the Global Justice Information Sharing Initiative and has been endorsed by numerous national law enforcement organizations.

- In FY 2005, BJA facilitated the development of curriculum for the chief executive-level training classification, which includes information about NCISP, intelligence-led policing, basic intelligence, legal and privacy issues, and available resources.

REGIONAL INFORMATION SHARING SYSTEMS PROGRAM

The Bureau of Justice Assistance funds the Regional Information Sharing Systems (RISS) program, which supports federal, state, and local law enforcement efforts to combat criminal activity that extends across multijurisdictional boundaries. Six regional RISS centers provide a broad range of information exchange and related investigative support services to member criminal investigative agencies nationwide. The RISS centers focus primarily on violent crime, gang activity, organized crime, and narcotics trafficking. After the 9/11 attacks, RISS expanded its coverage beyond traditional law enforcement, as a secure, on-line mechanism to enhance counter-terrorism information and intelligence gathering.

The RISS Program continued to embrace and integrate many of the recommendations from the *National Criminal Intelligence Sharing Plan* by fostering information sharing partnerships and by participating in information sharing initiatives. It continues to increase its user base (currently more than 7,300 member agencies and 71,000 access officers) and expand the base of accessible information and intelligence.

In FY 2005, RISS responded to Hurricane Katrina by providing logistical support to law enforcement to receive water, clothing, food, medical supplies, information, and equipment. RISS staff also prepared intelligence assessments on gang and criminal activity, which proved to be indispensable for law enforcement response.

Other activities in 2005 include:

- RISS participates in the Counterterrorism Collaboration Interoperability Project (CCIP). This is a partnership with the Homeland Security Information Network, FBI's Law Enforcement Online, and the Criminal Information Sharing Alliance network. It has been recognized as a model to share information as required by a Presidential Executive Order.
- RISS supported the development of the National Sex Offender Public Registry (NSOPR), which uses the Internet to search for and display public sex offender data from state and territory registries through a single query.
- RISS partnered with Project Safe Neighborhoods to submit data to the RISSIntel criminal intelligence databases for the purpose of reducing gun violence.
- RISS provided access to the National Criminal Intelligence Resource Center (NCIRC), a centralized location for criminal intelligence standards, policies, privacy information, guidelines, training information, and best practices.
- RISS continued to promote and participate in many initiatives and partnerships to connect additional existing agency systems as nodes on RISSNET. There are now 17 High Intensity Drug Trafficking Areas, 18 state agency systems, and 12 federal systems connected. RISS approved connecting the U.S. Secret Service's Targeted Violence Information Sharing System and the Operation Respond Institute as nodes. Several other state and federal systems are currently pending connectivity.

NIJ's COMMUNICATIONS TECHNOLOGY (COMMTECH) PROGRAM

The CommTech Program's mission is to assist state and local law enforcement agencies to effectively and efficiently communicate with one another within and across agency and jurisdictional boundaries in order to enhance public safety. This capability requires interoperability among diverse radio systems. Many agencies and first responders still lack interoperability because of the different systems and wavelengths that exist, even within a single locality. The CommTech Program focuses on research and development of open architecture standards for voice, data, image, and video communication systems; testing and evaluation; pilot programs; technology transfer and assistance; and outreach. CommTech works closely with several federal partners in interoperability, mainly the Departments of Homeland Security and Defense.

- The CommTech program is working with cognitive radios and satellite communications as promising solutions. Cognitive radios use software to automatically adapt to different systems and bandwidths, and satellites enable communication in areas that have little to no communications infrastructure.
- NIJ's Office of Science and Technology and the Department of Homeland Security's Science and Technology Directorate sponsored the seventh annual joint conference, "Technologies for Public Safety in Critical Incident Response," October 31-November 2, 2005 in San Diego. This annual conference brings together first responders, industry representatives, academicians, and elected federal, state, and local officials to exchange ideas concerning common critical incident preparedness and technology needs. The 2006 conference is scheduled for September 6-8 in Atlanta.

CRIMINAL RECORDS IMPROVEMENT

From 1995 to 2005, the Bureau of Justice Statistics (BJS) distributed \$495 million under the National Criminal History Improvement Program (NCHIP) to states to support improvements to state records systems. These improvements permit participation in national background check systems for presale firearms transfers, sex offender registries, national protection order files, and automated fingerprint identification systems. States have made progress in automating their criminal history files and in improving access to and the utility of these files. Since the inception of NCHIP, the number of records available for sharing under the FBI's Interstate Identification Index (III) climbed three-fold, or as fast as the rate of growth in all criminal records.

- At the end of 2003, the states and the FBI maintained criminal history records on 68 million individuals. Of these, more than 50 million records were available for interstate background checks. Since the inception of NCHIP in 1995, the national number of criminal history records has increased 35 percent. Over the same period, the number of records available for sharing under III has climbed 97 percent.
- Since 1993, the number of states participating in III has grown from 26 to 48. Most recent data indicate that 74 percent of criminal records nationwide are now accessible for a background check through the III system.
- Forty-nine states, the District of Columbia, American Samoa, Guam, and the Virgin Islands now participate in the FBI's Integrated Automated Fingerprint Identification System. The system began operation in July 1999, with states using NCHIP funds before that date to prepare for participation.
- Through the NCHIP program BJS has introduced livescan technologies in the courts to improve the ability to connect a disposition and an arrest transaction to reduce the presence of open arrests in criminal records. BJS identified thousands of court dispositions in state records repositories that could not be linked to a defendant's records, and BJS encouraged states to use NCHIP funds to acquire livescan technology in order to make that link biometrically.
- The National Instant Criminal Background Check System supports 8 million checks annually at the presale stage of firearms transfers. From the inception of the Brady Act on March 1, 1994, to December 31, 2004, more than 61 million applications for firearm transfers were subject to background checks. About 1.2 million, or two percent of all applications, were rejected, primarily for the presence of a prior felony conviction. State and local agencies conducted checks on almost half of the applications for firearm transfers or permits in 2004, and the FBI handled the rest.
- NCHIP funds have facilitated the integration of databases within states. The number of rejections by state and local agencies for reasons other than felony convictions increased 28 percent from 1999 to 2004. The percentage of rejections for non-felony reasons increased from 28 percent to 58 percent. Over the last several years, more states have devoted part of their NCHIP funds to the improvement of mental health databases to support background checks. However, a principal focus of NCHIP funding continues to be on the building of complete disposition information associated with each arrest transaction. Between fiscal 2001 and 2005, NCHIP provided about \$52 million for court-related record-keeping improvements, or about a quarter of the NCHIP funding disbursed over the period.

- NCHIP funds have assisted the states in building sex offender registries and participating in the FBI's National Sex Offender Registry (NSOR), which became operational in July 1999. All 50 states, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands have provided records to the NSOR. As of March 2006, NSOR maintained registry records for more than 420,000 sex offenders nationwide.
- States have used NCHIP funds to initiate the flagging of criminal history records evidencing convictions for domestic violence or the issuance of a protection order. Forty-six states, the District of Columbia, and the Virgin Islands now submit data to the FBI's NCIC Protection Order File, which became operational in May 1997. As of March 2006, the file included almost 950,000 records of protection orders.
- The federal-state partnership under NCHIP established the national infrastructure that now allows about 63 million records maintained in 13 different databases to be scanned instantly at the time of a firearms purchase for prohibiting background characteristics. This infrastructure will play an increasingly important role in criminal justice background checks and, when supported by fingerprints, will assist in other kinds of background checks for both homeland security and various non-criminal justice checks required under new legislative requirements.

VIOLENCE AGAINST WOMEN ACT II STALKING DATABASES

This program provides assistance to states and units of local government to improve processes for entering data regarding stalking and domestic violence into local, state, and national crime information databases. Funds provided to states are being used to upgrade the quality of state and local protection order systems and ensure that such systems are capable of supplying data on a real time basis to the FBI's NCIC Protection Order File. In addition, funds are being used to ensure that states are in position to initiate or enhance efforts to collect and flag misdemeanor records that involve domestic violence and that represent a prohibiting category of firearm purchases under the Brady Act. The Bureau of Justice Statistics administers this program as a component of the NCHIP.

As of December 2005, 46 states and the District of Columbia and the Virgin Islands submit data to the National Crime Information Center Protection Order File, which became operational in May 1997 and includes more than 944,000 records of protection orders. Funds awarded in 2005 will allow several states and territories that were not yet submitting records to the NCIC Protection Order file to fully participate. Awards also allowed some states to initiate special data collection and submission activities around misdemeanor convictions for domestic violence. Finally, a study was initiated using records from the NCIC file to examine the characteristics and criminal careers of stalkers and to gain a better understanding of stalking victims.

9

RESEARCH, STATISTICS, AND EVALUATION

RESEARCH, DEVELOPMENT, AND EVALUATION PROGRAMS

A key component of the National Institute of Justice (NIJ) mission is objective, rigorous peer-reviewed research and evaluation of criminal justice and public safety programs, technologies, and practices.

- For fiscal year 2005, **Research and Evaluation on Violence Against Women** received a significant portion of the total appropriated to NIJ. This portfolio estimates the scope of the problem/crimes and describes the magnitude and characteristics of victimization and perpetration; identifies causes and consequences to determine the reasons violent behavior against women occurs, and to recognize risk and protective factors associated with reducing violence against women; and evaluates prevention and intervention programs.
- FY 2005 accomplishments included release of publications concerning major studies of the prevalence and consequences of rape victimization and how colleges and universities are dealing with sexual assault on campus. Researchers completed a study on sexual assault among intimates, launched a study of Sexual Assault Nurse Examiners, and concluded two studies on batterer intervention programs.

CRIMINAL JUSTICE STATISTICAL PROGRAMS

The Bureau of Justice Statistics (BJS) maintains statistical series that cover each stage of the criminal justice system, including: (1) the National Crime Victimization Survey, the nation's primary source of information on criminal victimization; (2) cyber crime statistics on the incidence, magnitude, and consequences of electronic and computer crime to households and businesses; (3) law enforcement data from more than 3,000 agencies on the organization and administration of police and sheriffs' departments; (4) nationally representative prosecution data on resources, policies, and practices of local prosecutors; (5) court and sentencing statistics, including federal and state case processing data; and (6) data on correctional populations and facilities from federal, state, and local governments.

COURTS AND SENTENCING STATISTICS

National Survey of Prosecutors: BJS collected data on resources, policies, and practices of local prosecutors from a nationally representative sample of chief litigating prosecutors in state court systems. In 2006, BJS will publish survey findings on staffing and operations, as well as data on current topics such as the use of innovative prosecution techniques, intermediate sanctions, juvenile cases transferred to criminal court, actions against prosecutors and

other professional staff, and work-related assaults and threats.

Domestic Violence Case Processing Study: BJS is studying the processing of cases through the criminal justice system for persons charged with domestic violence offenses. About 5,200 domestic violence cases in 16 large counties were tracked prospectively from time of arrest, through prosecution, to conviction and sentencing. Information was obtained on the kinds of sentences imposed for domestic violence, including contingencies associated with supervision in the community from sentences to probation.

CORRECTIONS STATISTICS

Census of State and Federal Adult Correctional Facilities: In 2005, BJS began collection of data from each state and federal correctional facility on the kinds of inmates housed, facility age and type, security level, court orders, programs, health and safety conditions, confinement space, employment, and operating costs. The census furnishes the sampling frames for the nationwide survey of prison inmates in state and federal correctional facilities.

Census of Local Jails: The census, initiated in 2005, will obtain information on each facility, admissions and releases, court orders, programs that offer alternatives to incarceration, amount charged to hold an inmate for another jurisdiction, use of space and crowding, staffing, health care (including prevalence of HIV/AIDS and tuberculosis), drug testing policies and practices, inmate work assignments, and education and counseling programs. The census provides the sampling frame for the nationwide survey of jail inmates.

Deaths in Custody Statistics: BJS released its first report under this statistical series, which collects quarterly inmate death records from each of the nation's 50 state prison systems, 50 state juvenile correctional authorities, and 3,095 local jails. In addition, this program collects quarterly records of all deaths during the process of arrest from each of the nation's

17,784 state and local law enforcement agencies. The BJS report, "Suicide and Homicide in State Prisons and Local Jails," describes historical trends in state prison and local jail inmate mortality rates based on inmate death records submitted by local jails (for 2000-2002) and state prisons (for 2001-2002). The report also compares current prison and jail mortality rates by demographic characteristics, offense types, and facility size and jurisdiction and compares the general population mortality rates with mortality rates in correctional facilities.

Prison Rape Data Collection Activities Program: In FY 2005, BJS initiated efforts to implement the data collections mandated under the Prison Rape Elimination Act of 2003. BJS began collecting data from administrative records in all state and federal prisons and in a sample of 10 percent of local jail jurisdictions and juvenile detention facilities. The survey was conducted to provide information on occurrences of sexual violence based on allegations brought to the attention of correctional authorities in 2004. The survey was based on 11 separate samples corresponding to the different types of facilities covered under the Act. Altogether, the survey included 2,730 of the 8,663 facilities covered by the law. The 2005 administrative collection provided an understanding of what corrections officials know, what information is recorded, how allegations and confirmed incidents are handled, what disciplinary or administrative and legal sanctions are imposed on perpetrators, and what treatment is provided to victims of sexual assault. The results from this collection were published as a BJS special report, *Sexual Violence Reported by Correctional Authorities, 2004* (NCJ 210333). During the year, BJS and its collection agents made substantial progress in developing and testing methodologies for obtaining inmate self-reports of sexual victimization. BJS developed a draft of the ACASI survey instrument for use in adult and juvenile correctional facilities and obtained Institutional Review Board (IRB) approvals for testing of the survey instruments.

STATE JUSTICE STATISTICS PROGRAM

BJS administers the State Justice Statistics Program for Statistical Analysis Centers (SACs). Through the years, SACs have been established in all states and most territories to centralize and integrate criminal justice statistical functions within the state. BJS provides financial and technical assistance to the state SACs to coordinate statistical activities within the state, conduct research as needed to estimate impacts of legislative and policy changes, and serve a liaison role to assist BJS in gathering data from respondent agencies within their states. During 2005, BJS encouraged many states to use SAC funds to assist BJS in the collection of data on deaths in custody. Other areas of research being conducted by the SACs include: prison rape and victimization confinement facilities, civil justice statistics, computer related crimes, and analysis of criminal history records and incident-based crime data.

VICTIMIZATION STATISTICS

BJS conducts the *National Crime Victimization Survey (NCVS)* which collects data from a nationally representative sample that contacts 42,000 households comprising more than 76,000 persons on the impact, frequency and consequences of criminal victimization in the United States. Survey data reveal the number of rapes, sexual assaults, robberies, assaults, thefts, household burglaries and motor vehicle thefts United States residents and their households experience each year. The NCVS, which is continuously conducted, provides details on victims and offenders and the circumstances under which they come together and the contingencies of crime, such as weapon use, place and time of occurrence, costs of crime, and perceived alcohol and drug use by the offender. The NCVS also serves as a national platform to periodically conduct special data collections on topical issues, such as cybercrime-related victimizations, school crime, workplace violence, and police-public contacts.

In September 2005, BJS released its annual report titled *Criminal Victimization, 2004*.

Statistics on the Victimization of Pregnant Women: In July 2005, BJS added questions to the NCVS to identify whether female respondents age 18-49 were pregnant at the time of the interview and to determine whether female victims age 18-49 were pregnant at the time of the incident. BJS plans to produce and publish the first estimate of victimization of pregnant women in the Criminal Victimization 2006 report, scheduled for release in summer 2007.

Hate Crimes Reported by Victims and Police: Using data from victims' reports to the NCVS from 2000-2003 and from police reports to the FBI's Uniform Crime Reporting Program (UCR) in 2002, BJS conducted the first analysis describing characteristics of hate crimes. Findings, published in November 2005, include rates of hate crime for victims by gender, race, ethnicity, age and other characteristics, as well as detailed information on the motivations for hate crime as perceived by victims, the kinds of crimes which victims thought were hate-related, reasons for reporting or not reporting hate crimes to police, police response to victims' notification of a crime, the time and place at which hate crimes occurred and offenders' gender, race, age, relationship to the victim, use of weapons, and gang membership.

Family Violence Statistics: For the first time, BJS conducted a comprehensive study on family violence using data drawn from victimization surveys, official police statistics, state and federal court statistics, and surveys of inmates in state prisons and local jails. The findings compare family and non-family violence statistics from victimization through the different stages of the justice system.

Juvenile Victimization Statistics: Using data from the NCVS and the FBI's Supplemental Homicide Reports, BJS conducted analyses of violent crime committed against or by juveniles. In its report, *Juvenile Victimization and Offending, 1993-2003*, comparisons are made between younger teens (ages 12-14), older teens (ages 15-17), and adults. Analyses include

characteristics of victim, offender, and of the criminal event such as weapons, location, and time of day.

COMPUTER CRIME STATISTICS

Identity Theft Victimization: In 2005, BJS analyzed new data collected from the NCVS on victimization experiences with cybercrime and identity theft, awareness of vulnerability to cybercrime attacks to home computers, and steps taken to avoid such attacks. In spring 2006, BJS is scheduled to release findings which provide a six month estimate of identity theft victimizations discovered during July–December 2004.

LAW ENFORCEMENT AND FORENSIC STATISTICS

Census of Medical Examiner and Coroner Offices: In collaboration with the National Institute of Justice, BJS initiated, for the first time, the Census of Medical Examiner and Coroner Offices. The census focused on the medico-legal investigation of deaths and obtained information on agency personnel, expenditures, functions, workload, and needs. The census will provide a broad picture of the current state of medico-legal investigation in the United States. BJS expects to release findings from the Census in late summer/early fall 2006.

Census of State and Local Law Enforcement Agencies: In 2005 BJS concluded data collection for the *2004 Census of State and Local Law Enforcement Agencies*. This is a complete accounting of all law enforcement agencies (more than 18,000) and the number of sworn personnel nationwide as of September 30, 2004. The Census provides national and local data on police workload, resources, and policies and procedures.

Survey of Campus Law Enforcement Agencies: BJS collected data describing some 600 campus law enforcement agencies serving U.S. four-year universities or colleges with 2,500 or more stu-

dents. Data will be analyzed and published on agency personnel, expenditures and pay, operations, equipment, computers and information systems, policies, and special programs.

JUVENILE JUSTICE RESEARCH AND STATISTICS PROGRAMS

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has primary responsibility for developing and disseminating statistical information on the juvenile justice system and does so through several mechanisms.

In FY 2005, the *National Juvenile Court Data Archive* collected case-level data on several million delinquency cases handled by juvenile courts around the nation dating back to 1985. Data from state and local administrative information systems were standardized for reporting in the annual Juvenile Court Statistics report and various presentations on the Statistical Briefing Book. These data provide users with national estimates of juvenile court delinquency case processing and profiles of the youth involved. The Juvenile Court Statistics report released in 2005 was downloaded more than 250,000 times.

The two primary *Juvenile Custody Statistics* data collections, the *Census of Juveniles in Residential Placement* and the *Juvenile Residential Facility Census*, are administered in alternating years. The Juvenile Residential Facility Census data were gathered with an October 27, 2004 reference date. Data were reported by more than 3,200 juvenile facilities nationwide. This facility census is designed to provide information on how facilities operate and the services they provide. It also collects information on facility crowding, security, and juvenile deaths in custody. In addition, OJJDP worked with the U.S. Census Bureau to plan for the *Census of Juveniles in Residential Placement* which was administered in fiscal 2006. This effort collects information on each youth held in residential placement as a result of contact with the juvenile justice system.

Another OJJDP juvenile custody program, the **Performance-based Standards (PbS) for Youth Correction and Detention Facilities**, was launched in 1995 to collect and analyze data to improve conditions and services in juvenile facilities. Developed under the direction the Council of Juvenile Correctional Administrators, PbS sets national standards for safety, education, health and mental health services, security, justice, and order within facilities and gives agencies tools to collect data, analyze performance results, design improvements, implement change, and measure effectiveness. PbS was one of five recipients of the 2004 Innovations in American Government Award from the Ash Institute for Democratic Governance and Innovation at Harvard University and the Council for Excellence in Government. This prestigious annual Innovation Award recognizes federal, state, and local programs that exemplify creative and effective government at its best. Winning programs receive \$100,000 grants to support replication and dissemination activities. The 2004 winners were chosen from among 1,000 applicants.

The **National Juvenile Justice Data Analysis Project** has enabled OJJDP to expand its roles as a data collector and disseminator of juvenile justice statistics. The project has changed the landscape of juvenile justice statistical information available in the country by creating an infrastructure of data and dissemination tools that have become indispensable resources for informed policy decision-making. The project's primary dissemination vehicles are the Statistical Briefing Book and the Juvenile Offenders and Victims report series. In fiscal 2005, the project published several bulletins and reports, including *Statutory Rape Known to Law Enforcement*, *Juvenile Arrests 2003*, and *Mathematics of Risk Classification: Changing Data into Valid Instruments for Juvenile Courts*. In addition, writing and production was underway for Juvenile Offenders and Victims: 2006 National Report, slated for release in fiscal 2006.

A primary product of the Data Analysis Program is OJJDP's **Statistical Briefing Book** (<http://ojjdp.ncjrs.gov/ojstatbb/index.html>)

which offers an array of statistical information on juveniles, including offending, victimization, and involvement in the juvenile justice system. It provides timely and reliable answers to questions frequently asked by practitioners, policy-makers, and other concerned citizens. In recent years, the *OJJDP Statistical Briefing Book* has become a primary source of information on juvenile crime and the juvenile justice system for individuals within the United States and throughout the world. During 2005, 1.7 million pages were requested from the Statistical Briefing Book Web site or more than 4,600 each day. The typical visitor session lasts about 12 minutes.

OJJDP also supports the **Crimes Against Children Research Center (CCRC)** at the University of New Hampshire. The mission of the CCRC is to combat crimes against children by providing high quality research and statistics to the public, policy makers, law enforcement personnel, and other child welfare practitioners. CCRC is concerned with research about the nature of crimes including child abduction, homicide, rape, assault, and physical and sexual abuse as well as their impact. In 2005, CCRC produced two publications: *How the Justice System Responds to Juvenile Victims: A Comprehensive Model*; and *Child Pornography: Patterns From NIBRS*, both part of OJJDP's Crimes Against Children Bulletin Series.

EVALUATION OF JUVENILE JUSTICE PROGRAMS

Since 1999, OJJDP has funded Wake Forest University School of Medicine (WFUSM) to conduct a **National Evaluation of the Enforcing the Underage Drinking Laws (EUDL) Program**. In FY 2003, the EUDL Community Trials Initiative was launched. The purpose is to determine whether implementation of best and most promising practices at the local level will provide evidence of effectiveness that can serve as a model for states and communities that are working to reduce underage drinking. Five states—California, Connecticut, Florida, Missouri, and New York—

were selected to implement “best or most promising practices” in seven communities per state. The goals of the evaluation are to determine the effect of the “best or most promising practices” as indicated by (1) youth behavior regarding alcohol use and alcohol-related risk taking behavior and (2) commercial and social sources of alcohol. Five quantitative and one qualitative data collection components will be implemented for this national evaluation. In addition to the surveys, WFUSM will conduct three site visits to each participating state to assess program implementation. The process evaluation includes an Activity Tracking system, a Local Coalition Survey, a Policy Tracking Survey, and site visits to states participating in the trial. The impact evaluation analysis is consistent with the methods used in the analysis of baseline to first follow-up changes reported in the Year 2 report of the National Evaluation. Researchers from the EUDL national evaluation team will share findings with the field once evaluation of the project has concluded. The target completion date is March 2007.

In recent years, OJJDP has partnered with the U.S. Department of Education and other federal agencies to launch several school-related demonstration programs that include national evaluations. Two important efforts are the Safe Schools/Healthy Students Initiative and the Truancy Reduction Demonstration Program. The **Safe Schools/Healthy Students Evaluation** will carefully document the initiative’s activities and outcomes at 77 Safe Schools/Healthy Students sites. The evaluation encompasses the formation of community collaboratives, the impact of the collaborations on school safety and health, student development, economic analyses, surveillance of core indicators, and intensive outcome analyses. It is anticipated that evaluation findings will be available in fall 2006.

OJJDP also supports **evaluations of substance abuse prevention programs**. The Pacific Institute for Research and Evaluation is conducting process and outcome evaluations of two programs, Project ALERT and Project SUCCESS, in multiple sites. These programs are currently listed as “promising” and could possibly reach “model” status if the outcome evaluations produce positive results. The evaluation will consist of a longitudinal randomized control trial of each program in two cohorts, each of which will last about 30 months, allowing for a one year follow-up of all students following program completion. Final evaluation results will be available in 2008.

Since 1999, OJJDP has supported the implementation and evaluation of several **truancy prevention and intervention programs**. In 2002, OJJDP’s Administrator identified truancy as a “priority area” of the agency and has worked to promote evidence-based programs and practices in truancy prevention and reduction. This work was highlighted in the FY 2005 research-based conference, “Partnering To Prevent Truancy: A National Priority,” cosponsored by the U.S. Departments of Justice and Education. More than 700 participants attended the conference and participated in workshops that highlighted evidence-based and promising programs. Among the topics addressed were family involvement, motivating at-risk youth, collaboration building, and program evaluation. The workshops placed particular emphasis on programs that target underserved populations, such as youth with disabilities, tribal youth, children in foster care, immigrant youth, and youth reentering the community from the juvenile justice system.

APPENDIX

FISCAL YEAR 2005 AWARDS

Program	Grant Count	Grant Amount	Non-Grant Count	Non-Grant Amount
LAW ENFORCEMENT				
Bulletproof Vest Partnership Program	1	190,000.00	3,518	13,722,666.39
Edward Byrne Memorial State and Justice Assistance	1,616	493,497,993.00	0	0.00
Project Safe Neighborhoods	76	10,401,782.00	0	0.00
Public Safety Officers' Benefits Program	2	1,500,000.00	387	51,023,508.65
Weed and Seed	289	57,987,197.79	80	10,381,089.46
COURTS				
Southwest Border Prosecution Initiative	1	20,000.00	82	13,360,600.04
CORRECTIONS				
Comprehensive Approaches to Sex Offender Management	14	4,190,430.00	2	82,344.00
Prisoner Reentry Initiative	7	1,478,981.00	2	112,640.00
State Criminal Alien Assistance Program	1	3,035.00	28	2,954,081.10
JUVENILE JUSTICE				
Enforcing the Underage Drinking Laws Program	60	25,678,511.70	0	0.00
G.R.E.A.T.	188	11,741,382.00	1	200,000.00
Gang Reduction	9	2,719,569.00	3	390,000.00
Juvenile Accountability Block Grant Program	57	44,809,529.00	0	0.00
Juvenile Justice and Delinquency Prevention: Formula	98	75,047,798.87	17	2,528,864.00
Missing and Exploited Children	38	46,695,676.00	15	957,589.00
Project Childsafe	1	4,705,880.00	1	10,000.00
Tribal Youth Program	41	9,531,320.00	2	300,005.00
VICTIMS OF CRIME				
Children's Justice Act	13	2,920,329.00	4	75,632.55
Helping Outreach Programs to Expand I	1	1,000,000.00	0	0.00
Services for Trafficking Victims Discretionary Grant	34	13,730,415.00	0	0.00
Tribal Victim Assistance Discretionary Grant Program	24	2,446,077.00	0	0.00
Victim Assistance	57	374,694,438.00	0	0.00
Victim Compensation	53	169,653,000.00	0	0.00

Program	Grant Count	Grant Amount	Non-Grant Count	Non-Grant Amount
SUBSTANCE ABUSE AND CRIME				
Drug Courts	86	32,049,792.00	32	13,009,195.11
Harold Rogers Prescription Drug Monitoring Program	26	7,269,969.00	4	555,388.00
Indian Alcohol and Crime Demonstration Program	13	6,105,831.00	4	77,494.00
Residential Substance Abuse Treatment Program	61	32,997,230.00	2	150,000.00
TECHNOLOGY TO FIGHT CRIME				
Crime Identification Technology Act	16	25,850,052.00	2	35,813.50
Criminal Records Improvement	57	23,397,375.00	0	0.00
Global Justice Information Sharing Initiative	4	8,474,010.00	3	827,450.00
President's DNA Initiative	236	58,957,943.00	31	11,982,359.63
Regional Information Sharing Systems Program	8	39,464,000.00	1	25,000.00
Violence Against Women Act II Stalking Databases	21	4,685,190.00	0	0.00
RESEARCH, STATISTICS AND EVALUATION				
Criminal Justice Statistical Programs	61	7,353,158.86	80	25,222,550.74
NIJ's Research, Development, and Evaluation Program	109	55,166,885.00	94	21,378,454.12
Research and Evaluation on Violence Against Women	15	4,637,620.00	5	429,672.00